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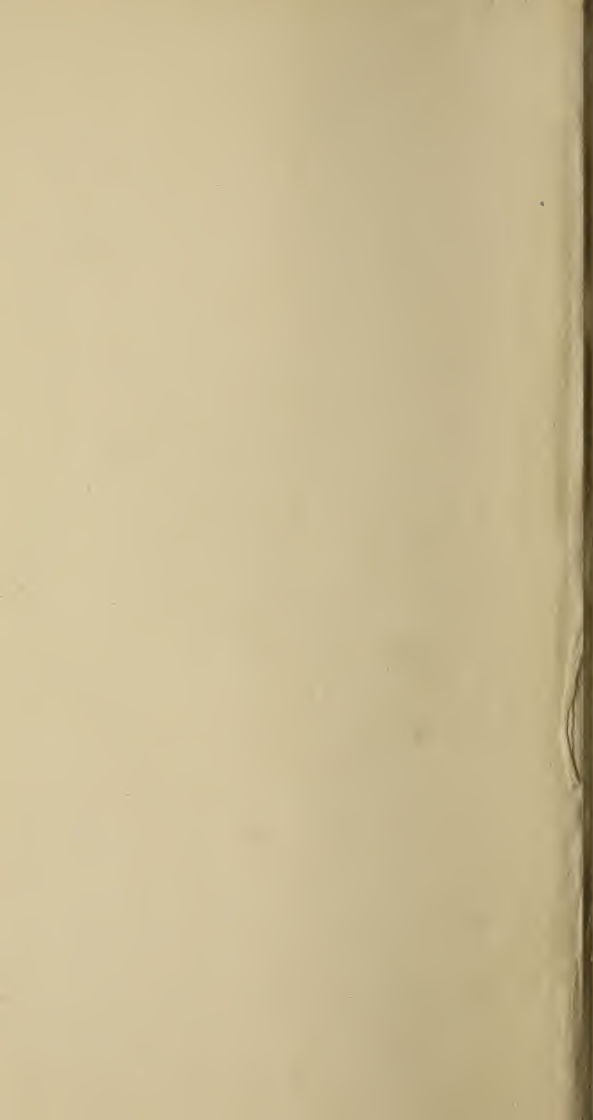
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Pol. Sci.

## CITIZENS' BUSINESS

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TO PROMOTE EFFICIENT AND SCIENTIFIC MAN-  
AGEMENT OF MUNICIPAL BUSINESS

Issued weekly by the

No.  
293

BUREAU OF MUNICIPAL RESEARCH

Jan. 3,  
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## BOUNDARIES

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Urbana,

Europe is not the only place where  
misplaced boundary lines are caus-  
ing trouble.

THOSE of us who went to the old-fashioned kind of elementary school where our memories were tortured with innumerable dry details about political geography, can easily recall the parrot-like facility with which we sang out the boundaries of certain pieces of territory in which we were supposed to be interested. The words meant nothing to us except as a list of names for a collection of vari-colored areas on the map. Why the pieces were that number or that shape concerned us not at all. These boundaries were because they *were*. If we visualized them at all in relation to the earth we trod upon, we saw a fence or a road or a street or a waterway marking off the several plots of land. But that there were forces which operated in the choice of these lines and which kept them in place or changed them from time to time was not revealed until we were well along in college. It came to us as a shock when the professor told us that a river was *not* a good natural boundary. To us it had seemed almost ideal, for had we not been able to dispose of hundreds of miles of the most tortuous boundary by merely saying "the Mississippi" or "the Delaware" or "the Ohio"? It was very disconcerting to be told that rivers tend to unite the people

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who live on each side and that if they are made state boundaries, for instance, they cut through groups of people who have common interests, language, ambitions, pleasures and resources and that very often this artificial political division impairs the natural development of the community and causes innumerable difficulties of jurisdiction, transportation, planning and execution of improvements, control of disease, and in carrying on many other public and private activities.

But the present generation of youngsters is taught very differently and does not have to wait until college to learn something of the "true inwardness" of affairs. And now they are to see how social forces act on boundary lines. The Greater Philadelphia movement sponsored by the Chamber of Commerce and endorsed by the newspapers of Philadelphia will afford an illuminating lesson to our children (and their elders) as to what forces hold people together and what keep them apart.

The campaign of education on the interrelation of social and industrial progress to government, on questions of public services and taxation, in comprehensive

planning, on community ambitions and natural resources will bring vividly before the children and focus attention on a concrete project from which definite, even spectacular, results can reasonably be expected.

Perhaps the best lesson which this movement will carry is the recognition, already frankly faced by those who are pushing the plan, that the accomplishment of legal and technical details of consolidation IS ONLY A BEGINNING—a clearing away of wholly unnecessary obstacles—toward the larger job of making Philadelphia a world factor in production *and a city good to live in and to work in.*

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## POTATOES IN POLITICS

The workhouse farm of Columbus, Ohio, this year raised about 800 bushels of potatoes above the needs of the city institutions. These have been sold to charitable organizations in the city at \$1.25 a bushel and will be resold by these agencies to poor families under their care. (Jottings, "Survey," 12-22-17.)

For Sale

# CITIZENS' BUSINESS

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## Essentially a National Activity

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An instance in which states' rights proves unnecessarily costly and at the same time produces unsatisfactory results.

THE Director of the Census, in an annual report, made public a couple of weeks ago, submitted a suggestion which is so self-evidently beneficial and proper that one cannot but wonder why it has remained undone so long. Briefly it is *federal* control and supervision of the registration of births and deaths. We have no such system now, and as a consequence these vital statistics are recorded for only about two-thirds of the population of the United States. The need for completeness and uniformity in doing this work for the nation must be obvious. The prospect of getting all of the 48 state legislatures to pass uniform laws and then of getting 48 state health or other departments to use identical methods in the enforcement of those laws, is remote. Indeed, it would take more than an optimist to look forward with any degree of hope to the consummation of such a plan before the ripe old age of the youngest child now living. But, as the Census Director points out, we shall not have a system of vital statistics comparable to those of foreign countries until such completeness and uniformity are obtained. Federal administration is the only sure method that is possible of realization within a fairly near future. So much for providing for satisfactory registration.

Now for what we are doing at present! We are like the little girl, who had a little curl, right in the middle of her forehead. Where we are good we are very, very good and in some places where we now have registration we register the same birth or the same death *three* times.

This is what happens in Philadelphia. When a death certificate is filed with the state registrar of the Philadelphia district, he has it copied and



files the copy here for local use. From this *copy*, transcripts are issued locally, but for certificates of births registered since 1915 application must be made at Harrisburg. Before the original birth and death records are sent to Harrisburg the city's Division of Vital Statistics has access to them, punches Hollerith statistical cards of the data and copies certain portions of them for the use of some of the other divisions of the Bureau of Health. The statistical data are compiled for the city's use in controlling disease and promoting public health.

When the original certificates arrive at Harrisburg, a second set of punch cards is prepared for the state tabulations. The original records are then again copied, and the transcripts sent to the Census Bureau at Washington where the data are, for the third time, punched into cards and tabulated for the national statistics. Discrepancies between the figures compiled by the three offices are inevitable, but the reports do not appear simultaneously so that ordinarily public explanations are not required. These discrepancies are not evidence of poor work but are due rather to causes inherent in the system. Just as no three bookkeepers, working independently, who took a set of twenty-five thousand documents which had to be sorted into several different classifications, some of which have numerous sub-groups and require the exercise of some discretion in making the choice, could be expected to arrive at identical results, so these tabulations are bound to differ in details; and even the totals, for equally justifiable reasons, often differ.

But the feature of the present system that interests taxpayers, as such, is the fact that the same job is done *three* times and that absolutely no

end is served from the triplication of work that could not be equally or better served by one handling in one local office. Were the procedure thus simplified, the original documents could then be kept in the local offices of federal districts which could be made to coincide with minor civil divisions. There they would be readily accessible to the individuals and families to whom they are of direct service. The more detailed statistics could be compiled in the local offices and made currently available to the local health authorities, where the bulk of detailed health work is done; summaries could be easily and promptly forwarded to state and federal offices, which would be entirely relieved of the minutiae of tabulation and where only general pictures of conditions are necessary. If the federal government supervised the job, uniformity and adherence to the best standards would be assured throughout the whole country. Here is clearly an opportunity to improve the service and lower the cost at the same time.

Ordinarily we are very zealous to retain within the control of the local government every function that it can perform satisfactorily, but this job ought to be done on a larger scale—in fact, the largest scale possible at this time.

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Of all large American cities, Chicago is by general consent accorded the honor of having the most complicated and unwieldy local governmental machinery. The Chicago Bureau of Public Efficiency in January, 1917, published a report on the unification of local governments, and in October, 1917, a draft of a bill for reorganization which incorporates the main features of the city manager plan.

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## Open Meetings of the Finance Committee

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Urbana,

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Should a public right be withdrawn if the  
public doesn't avail itself of it instantly and  
in numbers impressive to the official mind?

**T**HE sentences in quotation marks which follow were delivered by the President of Common Council in the opening address to the session organized January 7, 1918. These sentences together constitute a paragraph in his address. Interpolated matter is in bold-faced type.

“During the last session the experiment was tried of holding public meetings of the Finance Committee. In many respects the experiment was not as successful as its promoters hoped.”

What had its “promoters” hoped? In opening the Finance Committee to the public, the Chairman said: “I am a firm believer in the idea that when men sit down . . . to discuss public business, it is public property and ought to be dealt with openly.” The President of Common Council is credited in *The Evening Bulletin* of January 4, 1916, with: “Tax-payers are entitled to know to what uses their money is put, and a policy of concealment is almost invariably mischievous”—a view held by President Wilson on international business.

Public meetings should be taken for granted, like air and sunshine. They were not put forth as an automatic solution of governmental problems.

“The public did not attend, but relied as formerly upon the newspapers for reports of proceedings.”

If our memories serve us rightly, reporters were not admitted to the conferences of the old sub-committee of finance, composed of the presidents of Councils and eleven members of the Finance Committee designated by the Chairman. The newspapers were informed only of such things as this small body chose to divulge.

After so many years of non-participation in government by citizens, it was hardly to be expected that they would attend committee meetings in droves. However, it doesn't follow because they haven't given instant and numerous response, that their right to attend should be curtailed.

Instead of discouraging intelligent citizen interest, it ought to be invited and encouraged. Two of Philadelphia's greatest handicaps are a sort of civic pessimism and the nine-day "exposure" wonders which deepen the pessimism but do not remedy the defect.

"And the independent members of Council criticized the work of the Committee as much as if the method had not been changed."

Isn't it desirable to have criticism from independent members as well as any one else? It might be complained that these criticizing members were not so ready with helpful suggestions as they were with denunciation, but surely it is better to have criticism based on open discussions and some knowledge of conditions than to have the old long-range sort based on "leaks" and rumors.

"Conservative members of the Finance Committee hesitated to make as searching inquiries of the work of the executive departments as would have been done if the doors had been closed."

Why the timidity if "the public" wasn't in attendance anyhow?

Does conservative mean secretive?

What kind of inquiries?

"However, such inquiries were made informally later on, so that some of the older members were, to a cer-

tain extent, compelled to return to the old method to accomplish results."

## What results?

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Editorial, the *Evening Telegraph*, Philadelphia, January 1, 1918.

### PAYING OFF MANDAMUSES

COMMON Council yesterday passed the advertised loan bill amounting to \$2,500,000. This is what is known as a Councilmanic loan, which is not required to be submitted to the people, being within two per cent. of property valuation.

The money to be raised is intended largely if not wholly to discharge mandamus obligations. These have accumulated to the amount of more than \$1,500,000, and are bearing interest at the rate of six per cent. Authorization of street openings and condemnation of land for municipal purposes will considerably increase the amount in the near future.

If the city can wipe out these claims by borrowing money for the purpose at four per cent., it will effect a considerable saving in interest charges. The obligations have been mainly incurred for permanent improvements, and there is not the same objection to raising money to discharge them by a permanent loan as there is to permanent borrowing to meet current expenses.

When the board is cleared, however, if the proposed loan will clear it, Councils should adopt a policy which will avert mandamusing the city for payments of this kind. They can do this by ordering improvements only when the money is in sight to pay for them.

It is not good financial management for the city to be paying six per cent. on accumulated obligations when it can borrow money at four per cent. to discharge them.

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## CITIZENS' BUSINESS

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Killing three birds with one stone

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When it is possible to make employment conditions more democratic and equitable and at the same time more conducive to efficiency, *why not do so?*



**A** MODEL employer acts upon three different principles in dealing with his employes. These principles are *democracy, justice and efficiency*. Each one of these principles supplements the other two, and, in a sense, *implies* the other two. It is possible, however, in emphasizing one of these principles to lose sight of the others to such an extent as to defeat the ends of all of them. Hence it is always advisable to put every employment proposal to the three-fold test before adopting it.

The city government, above all others, ought to be a model employer. As such an employer it would do well to examine its present method of compensating its employes and see whether it meets the requirements of democracy, equity and efficiency. At this time we would call attention to only one phase of this method, which, in our opinion, will not stand the kind of test that we have just outlined. Our reference is to the almost universal practice of fixing a *flat rate* of pay for a given position regardless of the efficiency or the length of service of the incumbent.

Under this practice an employe may render faithful and efficient service for years and yet not receive any recognition in increased pay for his greater



usefulness to the city. If he leaves the job for employment elsewhere, his inexperienced successor immediately begins at the same wage or salary that had been paid to the veteran for his services. This, we submit, is not justice.

Let us suppose that two men are working side by side in similar positions. One man has been in his position for a period of five years; the other has just been appointed. The first man has become an expert at his work; the second man is still a novice. Yet both receive the same rate of pay. As between the two men, there is no recognition of the superior merit of the more experienced employe. Is this sound democracy?

And what about the efficiency aspect of this method? Incentive makes for efficiency. Is there any incentive for a worker who has nothing to look forward to, while in his present job? To have the same rate of pay continue year after year, regardless of the increased value of the employe's services, is deadening in its effect and tends to reduce rather than increase individual efficiency.

Under a standardization program such as the Bureau of Municipal Research has been urging for so long, the *flat*

*rate* method of paying employes would be abolished and the *sliding scale* would be adopted instead. The idea of the sliding scale of wages is to adjust pay to the actual value of the employe in his position. He starts at the lowest rate, that is, at the bottom of the scale fixed for his class and grade of work, and then advances according to length of service and efficiency to the highest rate at the top of the scale.

This method, it seems to us, ought to hold out far greater incentive and thus make for greater efficiency than the flat rate method. At the same time, it comes more nearly bringing justice to the individual employe and, by recognizing merit, it embodies a sounder principle of democracy. Policemen and firemen are already paid on the sliding scale basis. *Why not extend this method to all other groups of city employes?*

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## CITY REPORTS

Hot cakes fresh from the griddle are always more palatable than cold ones. City reports for the year 1916 would be more enjoyable early in 1917 than some time in 1918. What causes this unseemly delay in the publication of useful reports?

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**TO PROMOTE EFFICIENT AND SCIENTIFIC MAN-  
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**Now is the Time to Start**

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Urbana,  
Ill.

The standardization of salaries and wages is one of those projects that must be done carefully and thoughtfully. That means *time*; so the sooner we start, the sooner we shall arrive.

**A**MONG the constantly recurring problems of administering the city government is the salary question. It presses to the fore every year, at budget-making time, and recently it has been a constant issue. Owing to the present high cost of living it doubtless will demand more urgent and more serious consideration from now on than ever before.

Two parties are vitally interested in the manner in which this question is handled, the employes of the city and the taxpayers. The former want fair consideration of their claims to greater remuneration in order that they may live decently and comfortably despite rising prices, and the latter want their contributions apportioned in the most intelligent and economical manner possible. A haphazard method of dealing with this problem proves disappointing to both the employes and the taxpayers.

But the problem is not simple and easily handled. There are in the city and county service over 12,000 men and women, whose needs have to be considered. These men and women are scattered throughout almost thirty independent departments and perform duties falling within thrice that many different vocations. They appear on the payroll under a jumble of meaningless and misleading titles, and their present salaries are often the result of mere accident. Requests for increases in pay come officially to councils through the various department heads and the sum total of these requested increases is usually so enormous that the city fathers feel constrained to pare it down to only a small percentage of its original size. No one knows how much time of councilmen is consumed with unofficial requests for salary raises for individual officeholders.

Under these conditions is it possible to give fair consideration to the claims of both employes and taxpayers? Anyone acquainted with the

facts is obliged to answer, No. How can this situation be improved so that greater justice may be done? *By a standardization of employments throughout the entire service.*

How greatly standardization simplifies this whole problem is shown by the fire and police services, both of which are now standardized. Since every patrolman, for example, performs essentially the same duties as every other patrolman, councils do not have to concern themselves with individual cases, but may deal with the entire three thousand odd patrolmen as a group. Under this procedure discrimination on personal grounds is not possible and equal pay for equal work is assured as a matter of course.

If every other vocational group were as distinctly defined as the police and fire services, and the various grades within each vocational group were specified as definitely, councils would be relieved entirely of the harassing task of considering individual salaries and could confine its attention wholly to group needs. The result would be far more satisfactory to both employes and taxpayers than anything that can be achieved under the existing practice of legislating for individuals.

It will take several years, however, to bring about a complete standardization of a service so large as that of Philadelphia, so a beginning cannot be made too soon. Thus far, unfortunately, not even a beginning has been made. *The salary increases recommended by the civil service commission in April of last year, though referred to repeatedly then as "a standardization," had nothing in common with a real standardization program, as is now generally realized.* The 1918 budget season passed without any progress in standardization, the war being the excuse for continuing the chaos. It is none too early to prepare for the 1919 budget. It is to be hoped that the opportunity will not

again be ignored in making a start on this most important measure.

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The San Francisco Bureau of Governmental Research, in a recent number of its publication, "The City," reviews its efforts to get certain official and significant information on the Hetch Hetchy project, now in progress, for supplying that city with water from the Yosemite Valley. In approaching the study of this public enterprise, the San Francisco Bureau outlines its attitude as follows:

#### Some Axioms of Municipal Administration

1. Public records belong to the people.
2. Those who support the government through taxes are entitled to the facts regarding the government for which they are paying.
3. It is an unsafe practice, fraught with positive dangers, to permit any single individual to have the exclusive management and control of any great public undertaking.
4. Public officials should not be permitted to arrogate to themselves the right to determine at what point it is wise for the public to know what they are doing and at what point it is contrary to their own preconceived opinion of public policy.
5. It is generally recognized that when a public official refuses to permit citizens to examine the records of the work under his supervision, inspection has already been too long deferred.
6. In matters of public policy it is safer to rely upon the conclusions of the "city mind," that is, the combined experience and judgment of the community, than to accept without review the opinions of any single public official.



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## CITIZENS' BUSINESS

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William Penn, Political Scientist

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Philadelphians and others as well might profitably  
study the political philosophy of the founder of  
Pennsylvania.

## EXTRACTS FROM THE PREFACE

FOR particular Frames and Models, it will say nothing. My Reasons are: First, That though nothing the Wits of Men are more busy and dexterous at, than to find out the Means to an End, to wit, Happiness; but in the Means themselves, the Cause is much the same, not always followed out by them rightly. Men slide with their Passions and have so strong a Bias upon their Minds, that they do not always know what is best for them.

Secondly, I do not find a Model in the World that has not necessarily altered; nor is it easy to find one that is alike.

Thirdly, I know what is said by the several Philosophers, that the Rule of one, a few, and many, is the Rule of all, when Men discourse on that Subject. There is a small Distinction, and it belongs to all Three: (whatever be the Frame) where the Laws rule, more than this is Tyranny, Oligarchy, or Confusion.

BUT Lastly, when all is said, there is hardly any Government designed by its first Founders, that in good Hands will not be the best in ill Ones can do nothing that is greater than what they are. Governments, like clocks, go from the Motion and moved by Men, so by them they are ruined upon Men, than Men upon Governments. Let it be good; if it be ill, they will cure it. But if Men be corrupted, they will endeavor to warp and spoil it to their Turn.



## PENN'S FRAME OF GOVERNMENT

come me to say little; and comparatively I will  
Age is too nice and difficult for it; there being  
led upon. 'Tis true, they seem to agree in the  
differ, as to divine, so to this human Felicity;  
it of Light and Knowledge, but Want of using  
inst their Reason, and their sinister Interests  
lean to them against the Good of the Things

at Time, Place, and some singular Emergencies  
e a civil Government, that shall serve all Places

mirers of Monarchy, Aristocracy, and Democ-  
, and are the three common Ideas of Govern-  
ut I chuse to solve the Controversy with this  
ny Government is free to the People under it  
d the People are a Party to those Laws, and  
n.

ne Frame of Government in the World so ill  
would not do well enough; and Story tells us,  
good; Witness the Jewish and Roman States.  
en give them, and as Governments are made  
too. Wherefore Governments rather depend  
Men be good, and the Government cannot be  
ad, let the Government be never so good, they

## Where Citizens are Studying Their Government

Bureau of Municipal Research, Akron, Ohio.  
Bureau of State and Municipal Research, Baltimore.  
Finance Commission, Boston [official].  
Chicago Bureau of Public Efficiency, Chicago.  
Bureau of Municipal Research, Cincinnati.  
Ohio Institute for Public Efficiency, Columbus, Ohio.  
Dayton Bureau of Research, Dayton, Ohio.  
Bureau of Governmental Research, Inc., Detroit.  
The Haverhill Bureau of Municipal Research, Haverhill, Mass.  
Bureau of Governmental Research of the Indianapolis Chamber of Commerce, Indianapolis, Ind.  
Efficiency Department, Los Angeles, Cal. [official].  
Milwaukee Citizens' Bureau of Municipal Efficiency, Milwaukee, Wis.  
Bureau of Municipal Research of the Civic and Commerce Association, Minneapolis, Minn.  
Bureau of Municipal Research, New York City.  
Institute for Public Service, New York City.  
Petersburg Bureau of Governmental Research, Inc., Petersburg, Va.  
Bureau of Municipal Research, Philadelphia.  
Rochester Bureau of Municipal Research, Inc., Rochester, N. Y.  
San Francisco Bureau of Governmental Research, San Francisco, Cal.  
Springfield Bureau of Municipal Research, Springfield, Mass.  
Bureau of Municipal Research, Toronto, Ont., Canada.  
Institute for Government Research, Washington, D. C.  
The Westchester County Research Bureau, White Plains, N. Y.  
Bureau of Municipal Research, Yonkers, N. Y.  
Citizens Research League of Winnipeg, Winnipeg, Canada.

Work similar to that of the bureaus is being done in several universities.

Surveys of governmental machinery are being constantly made in other cities. Bureaus for research are usually organized to follow up the survey and see that it bears fruit. Americans are thoroughly awake to the new way of getting better service from government.

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## CITIZENS' BUSINESS

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### A Living Wage for City Employees

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Urbana,

Ill.

If the city of Philadelphia is going to be a model employer, can it afford to pay its workmen less than a living wage?

**I**N A former number of CITIZENS' BUSINESS we submitted for criticisms and suggestions a tentative minimum standard of living for a workingman's family consisting of two adults and three children under income-earning age. We did not regard this standard as at all a fair one, but merely as the minimum upon which health and decency may be maintained. The reader will recall that, according to our estimate at that time, \$1200 a year was necessary to finance such a minimum standard. If we may judge from comments that have come to us thus far, there seems to be no serious disposition anywhere to regard our estimate as extravagant. After examining the meagre allowance for each of the individual items in the standard, nearly every thinking person arrives at the conclusion that \$1200 is indeed a rock bottom minimum. One of our daily papers even went so far as to introduce our estimates with the headline "How to Live on \$1200 a Year."

The most important as well as the most detailed criticism that has come to our attention was made publicly before the National Shipbuilding Labor Adjustment Board several weeks ago. In pre-

senting the claims of the shipbuilding workers, the President of the Central Labor Union used our tentative standard as a basis of discussion and added to each item such amount as he thought necessary adequately to meet the unavoidable needs of an unskilled workingman's family. By so doing, he increased our total estimate from \$1200 to \$1443 per annum.

As we explained at the time our tentative standard was published, the Bureau of Municipal Research is now engaged in collecting facts that will enable us to work out a fair standard of living, but is not yet ready to advance any opinions as to what would constitute a fair standard. On the other hand, we are more convinced than ever that a decent minimum standard cannot be maintained on less than our estimate of \$1200. This naturally leads us to reflect on the wages that the city government is now paying to its laborers and to other large groups of city employes.

These are the facts: City laborers receive from \$2.75 to \$3.25 a day, or from \$860.75 to \$1017.25 for 313 working days of the year. Policemen receive from \$2.50 to \$3.25 a day or from \$782.50 to

\$1017.25 for 313 working days of the year. All of them fall far short of the \$1200 minimum.

Perhaps the sudden flight of prices has taken us unawares and has created for us a situation that we would not have permitted had we fully appreciated what was taking place. But the situation is here. The workmen that we, as citizens, employ are far underpaid. On existing wages they cannot support their families as we would have every American citizen support his family. What are we going to do about it?

Needless to say, we cannot act too soon. Wages ought to be increased just as fast as the necessary money can be found. At very latest, action should be taken this coming fall when a new financial slate will be prepared. Philadelphia cannot afford to deny its workers a living wage.

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### The Kaffirs Say It, Too

“If you ask a Kaffir why he does so and so, he will answer, ‘How can I tell? It has always been done by our forefathers.’”—Westermarck, *Origin and Development of the Moral Ideas*, 1, 159.

Pol. Sci.

## CITIZENS' BUSINESS

TO PROMOTE EFFICIENT AND SCIENTIFIC MANAGEMENT OF MUNICIPAL BUSINESS

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## A FOUNT OF MUNICIPAL INFORMATION

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FEB 23 1918

Philadelphian, have you ever seen a MANUAL OF COUNCILS? The Chief Clerk of Select Council has an interesting collection in his office running back some fifty years.



**D**URING March or April of each year there appears in City Hall a handy little 24mo. volume, of some 350 pages, known as the Manual of Councils. This invaluable little work is compiled under the direction of the Chief Clerk of Select Council, and copies are given to members of both chambers, public officials, reporters, civic organizations and not infrequently—upon request—to private citizens interested in public affairs. The favored few (not so very few, at that) receive handsome leather bound copies with the owner's name stamped in gold letters. The ordinary edition is bound in cloth.

This little vade-mecum contains a large amount of information about the city government, a considerable number of statistics, and is the best available condensed source of information for the legal basis of the various municipal and county units. The names of all the members of Councils and of department heads are given, as well as those of many of the subordinate officials, and the quarters occupied in City Hall or elsewhere by the respective units are also shown. A miscellaneous section on postal rates, street guide, distances to other cities, etc., is informing. The reader can also satisfy his curiosity as to the returns by divisions at the last election.

For 1918 there is an appropriation of \$3500 "for printing and binding Manual of Councils" and one of \$400 for "personal services: compensation for compiling the Manual and Diary . . . . " Of course, some part of the cost may be borne by one or more of the several other items for printing and "miscellaneous purposes", and it is probable that the time given to com-



piling the manual by various employes would amount to an appreciable sum, but since the latter elements are not ascertainable without accurate cost records, we can be sure only of the \$3900. Allowing half as much again as a fairly reasonable guess for the inascertainable items we get approximately \$6000—for the probable cost of the manual.

\* \* \* \* \*

But this little item of cost for some 7000 copies is neither here nor there—that there should be some such dependable source of information, periodically revised, and containing essential facts, is almost axiomatic. The question is—how far does the present manual go toward filling the need, and what improvements, if any, can be suggested?

One of the first things that strikes the casual reader of the manual is the distinct individuality of the sections devoted to many of the departments and bureaus. In one, the whole personnel roster will be set forth, even to the messengers, office boys, and telephone operators, the salaries of which are carefully recorded. In other governmental units some rather large salaries are conspicuous by their absence.

One little bureau with some half dozen employes and an annual appropriation of only \$10,000 uses four pages of the manual to tell in detail about its activities, and it furnishes the substance of its legal status. Another governmental unit employing over 300 men and women lists only a small fraction of the total number, and of those listed it gives the salaries

of less than half. This unit uses a little over one page of the manual for enlightening officials, legislators, citizens.

A glance over the manuals back to the 80's discloses a remarkable uniformity of type, content and relative emphasis, although recent numbers show certain initial attempts at eliminating useless information. One would infer that the present form has proved satisfactory.

Is it satisfactory?

\* \* \* \* \*

In a later number of CITIZENS' BUSINESS we shall discuss briefly what some other cities are attempting and some of the methods employed, and shall give, perhaps, some concrete suggestions for our own manual.

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### The Location of Hetch Hetchy

In CITIZENS' BUSINESS No. 297, January 31, 1918, reference was made to the Hetch Hetchy project for bringing water to the city of San Francisco. Inadvertently we referred to this as a plan for bringing water from the Yosemite Valley. This should have read from the Hetch Hetchy Valley, which is in the Yosemite National Park—hence the confusion.

There is no intention on the part of the city of San Francisco to interfere with the water of the Yosemite Valley, which is about twenty-five miles south of the Hetch Hetchy Valley, and we are glad to correct the wrong impression which may have been created that San Francisco was party to a movement to injure the great natural beauties of the Yosemite Valley.

Pol Sci

## CITIZENS' BUSINESS

TO PROMOTE EFFICIENT AND SCIENTIFIC MANAGEMENT OF MUNICIPAL BUSINESS

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## The Workingman's Happy Estate

University of Illinois Library

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Ill

MAR 5 1918

Is the workingman *profiteering* in Philadelphia nowadays?

**WE** HAVE heard it boldly said, not once, but many times, by people not working for wages, that the workingman in Philadelphia today is better off than he has ever been before.

In the course of the cost of living study which we are making, we have come into fairly intimate contact, so far, with about 200 workingmen's families. We have selected families that are, and have always been, self-supporting, and that have several children under income-earning age. Although many of the fathers are unskilled laborers, they are men who have had steady work for several years. In about 50 per cent of the cases there has been an increase in wages in the last year, in a few cases a decided increase. But, as one woman told the investigator, "We were better off when he was making \$16 a week than we are now with his \$22. Take this loaf of rye bread—then it cost fourteen cents, now it costs twenty. Today I paid five cents for one egg, just for my little girl, who is delicate. Then I could have a dozen sometimes at thirty-eight or forty cents. And milk—I can't touch it any more, though my little girl really should have it. Look at this mackerel! I could only buy the one for us seven, where I used to get two for the same price." "His" wages had gone up about 37 per cent. Her rent had been increased one dollar a month (it would do no good to move, for all the cheaper houses anywhere near his work are already taken) and food has gone up at

least 50 per cent, many articles being nearly 100 per cent higher than they were last winter; clothing has been cut down to the barest necessities this year, but overalls that used to cost seventy-five cents now cost one dollar and fifteen cents, stockings once ten or fifteen cents are now twenty or twenty-five cents for even the littlest child, and you can't buy a pair of baby's shoes any more for less than a dollar or a dollar and a half.

It is bad enough when the wages *have* been increased; but in the other cases, where *no increase whatever* has been made in the father's wages, the situation is little short of desperate. Women who formerly saved money, now are thankful if they can manage to scrimp along, and "turn a penny inside out" and keep out of debt. Women who formerly lived up to the limit of "his" income, now, in spite of economizing in every possible way, by making clothes over as long as the material holds together; by cutting out altogether "luxuries" (like rice pudding and prunes) and by making the broom last six months by careful handling, find themselves running into debt at the grocers and falling behind in their insurance payments.

In Kensington and South Philadelphia, in West Philadelphia and Manayunk, everywhere, there is among the workers the same feeling of dissatisfaction and almost of fear: "If things get any

worse, I don't know whatever we shall do." If the workingman of Philadelphia is better off than he has ever been before, his wife displays an astonishing ignorance of the fact.

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## We Are Not Alone in This

The purpose of our present inquiry into the cost of living of a workingman's family is to arrive at a fact basis for fixing the wages of laborers employed by the city government at a point that will enable these workers to live in a manner befitting the citizens of a great democracy. That we are not alone in this endeavor is shown by the following quotation from the report of the subcommittee of the British Labor party:

"The first principle of the Labor party . . . is the securing to every member of the community, in good times and bad alike (and not only to the strong and able, the well born and the fortunate), of all the requisites of healthy life and worthy citizenship. . . . Such an amount of social protection of the individual, however poor and lowly, from birth to death, is, as the economist now knows, as indispensable to fruitful coöperation as it is to successful combination; and it affords the only complete safeguard against that insidious degradation of the standard of life which is the worst economic and social calamity to which any community can be subjected. We are members one of another. No man liveth to himself alone. If any, even the humblest, is made to suffer, the whole community and every one of us, whether or not we recognize the fact, is thereby injured."



-Pol Sci

## **CITIZENS' BUSINESS**

**TO PROMOTE EFFICIENT AND SCIENTIFIC MAN-  
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### **Preparedness in Ideas**

University of Illinois Library

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**A plea for conscious and thinking  
evolution.**

**A**LONG last spring we issued a CITIZENS' BUSINESS "Does Anything Go in War Time?" by which we hoped to promote some discussion on the tendency then imminent to use the war as an excuse for a general lowering of standards in the protection of the weak, in the performance of municipal functions and public service, in public financial management, in education, etc., etc. As later events have shown, our fears were not realized. It is true that there has been regress in some directions, but there has been no wholesale letting down of bars, thanks to the frankness of our Allies in admitting their earlier mistakes and in giving us the benefit of their experience, and thanks also to the insistence of President Wilson that we profit by that experience.

In fact we have learned our lesson so well that now we are seeing pretty clearly in what our unpreparedness for a great national crisis really consisted. We used to think of unpreparedness only in a *military* sense. Now we see that it goes much deeper into the fabric of our life. It goes back to the very beginnings of things. It is primarily a state of intellectual and moral unpreparedness in which we now find ourselves. Government is, after all, but an outward expression of inward convictions—in an autocracy a few can hold the convictions, and create the outward forms; in our government, the many must at least be willing to accept and endorse the convictions. Now what were the inward convictions and the outward forms of our government? We had two sorts of ideas—prevalent among those especially interested in government—"theoretical" and "practical" ideas. Those who tried to move men to improve human relations by appeals to their less selfish motives were "theoretical and visionary." Those that



sought community action by appeals to men's lower motives showed "practical political wisdom," and because citizens wouldn't think, the latter group managed to "put across" its ideas. The pork barrel was the under-pinning of government, or—to change the figure—the connective tissue of our public institutions.

Now wherever those lower motives formed the basis, the visible government wore the mark, for there had to be a system of checks and balances, because when power is given to a small group of men who are assumed to act from these selfish motives, there is obvious danger that they will soon overreach themselves and run amuck and therefore they must be held in check by some other group with conflicting interests. Parenthetically it is interesting to observe how invariably those who are skeptical of men's higher motives gravitate to autocracy, whether governmental or economic.

The logical outgrowth of this suspicion and desire for spoils is what might be expected—a governmental machine that is unwieldy, that is subject to internal friction and delay, that in some instances scoffs at public service and regards its existence as an end in itself, that frequently is grossly unfair to the conscientious public official and uncongenial and disheartening to one with a genuine desire to serve.

And somehow the notion got abroad that such conditions *had* to be; that men were powerless to change these "practical" matters. The civil service reformers beginning in the 80's and 90's and the municipal research group starting some twelve years ago have refused to be thus resigned and have been keeping up a constant fusillade of "theoretical" ideas. Recently a powerful ally has come to their aid—the school-

masters, who have already started to teach better standards of citizenship.

And then the war came, and with it government stock shot up amazingly. New duties have been loaded upon the government; whole departments have been slammed together over night. The new appeal has brought the cream of the country's brains to the national service and under the most idealistic conditions. There has been much hurried repairing of the old structures wherever patent defects have appeared. The citizenship has responded well to appeals for coöperation with the government's programs. New faith in democratic institutions prevails. Governmental reforms are effected daily which would have taken years in the old jog-trot days.

But in all this fever of activity we must realize that a wonderful opportunity is here, to preserve these great gains for the days of peace. The new patriotism of service and faith in democracy must be firmly imbedded in education, the old cynicism must be rooted out, the new opportunities for people of ability to enter and make a career in public service must be kept wide open after the war has ended, government employments must be standardized and the conditions of employment improved. -

Thus far we have been referring more particularly to the federal government. But our needs and opportunities are equally great in state, city and county governments—especially on the side of the new vision that must be cultivated and preserved. In this we earnestly hope that Philadelphia will be “not the last to lay the old aside.”

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*“Government is defensible only as an organization for action in the common interest—as a means for doing those things for the common good which it is conceived may be better done collectively than individually. . . .”*

—A. R. HATTON.

Pol. Sci.

# CITIZENS' BUSINESS

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A Fingerpost  
of  
War Information

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City Hall Pavilion

City of Illinois Library

Urbana,  
MAR 25 1918

111

Where to go to find out

FOR some years the Bureau of Municipal Research has been a seeker and a dispenser of information in regard to the government of Philadelphia. It has also acted to some extent as a clearing house of information on public questions not relating strictly to the local government. In performing this service, the aim has always been to give information accurately and promptly and to meet the needs of the inquirer as fully as possible.

We have decided to enlarge and extend this service to cover information on some of the questions which the war has raised. We have chosen out of the thousands of possible questions to answer those which seem to arise from the desire of the questioner to *do* something to help win the war. In other words we want to make it very easy to turn good intentions into action. We have all had the experience of glowing with enthusiasm to help and then later of cooling off because we didn't know *how* to go about doing something. We knew that there were many organizations doing the finest kind of work, but we didn't quite know how to connect with them.

To help the million or so patriotic Philadelphians to effect this connection, we shall open, on March 18, a war information bureau in the pavilion of city hall court yard. It will be open from 8 a. m. to 8 p. m., Sunday excepted, and will be equipped to assist in many ways.

While it is impossible to forecast absolutely what the demands will be, we have prepared to answer a considerable variety of questions which are coming up daily in the mind of the "average" citizen as a result of the war. Questions on war gardens, food economies and substitutions, the activities of the

various war organizations, recent legislation which touches the lives of most of our citizens, the location of cantonments, shipyards, and recruiting stations for all kinds of special war work, including the official employment bureaus. Obviously we can act only as a *reference bureau*, i. e., we shall attempt only to put the inquirer in touch with those who have made a specialty of his particular problem. In this way we shall not duplicate any work now being done and shall, we hope, help to advertise the work of the other organizations.

A case in point is the attractive information booth for soldiers and sailors on the east side of City Hall. This little station has a definite specified function and is confined to services to men in uniform. Our bureau will, therefore, send every soldier and sailor to this already established agency. The same policy will prevail in regard to the families of soldiers and sailors and the home service section of the Red Cross.

Our ambition is to be *an accurate and insistent finger-post for those who need and for those who want to give and do.*

We hardly hope that our service will be perfect from the moment we open our doors. We expect to learn a very great deal in the first few weeks, and we shall be grateful for any suggestions which will increase our usefulness.

\* \* \* \* \*

At the Information Bureau, war saving stamps, liberty bonds, war savings certificates, smileage books, postage stamps and postal cards will be on sale.

Suggestions for suitable gifts to soldiers and sailors and directions for mailing letters and packages will be given.

Questions about employment, *paid or unpaid*, gardening, food conservation, fuel saving, will be answered and applicants directed to proper agencies.

Volunteer entertainers for soldiers and sailors will be registered; a directory of special war work headquarters and of organizations connected in any way with the war will be maintained, assistance given in finding houses, lodgings, board, farms, truck gardens, vacant lots.

Other services will be added as their usefulness and feasibility are ascertained.

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### *Standardization of Employments in the Federal Civil Service*

That the federal government, though at war, is about to proceed with a program of standardization is indicated by the following statement in the last report of the United States Civil Service Commission:

“The increase in the number of employes, due to the war, has been accompanied by an increase in disparity in salaries paid for the same kind of work. Where employes in one department receive larger salaries than employes in another department for the same class of work, discontent results and pressure is exerted to secure transfer. A standardization of salaries should be the first extensive step in any effective movement to improve the personnel of the service. The chaotic condition of compensation makes it difficult to secure an equitable system of promotion. Congress recently directed the Bureau of Efficiency to make an investigation of conditions in State, municipal and private employments, with a view to a standardization and classification of salaries, and when this has been done it is hoped that legislation will be enacted to provide for an arrangement of salaries on harmonious lines.”



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## CITIZENS' BUSINESS

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34% is a Big Jump

University of Illinois Library,

Urbana,

Ill.

IT IS passé for public officials to resent the queries and criticisms of plain citizens. The modern way is to turn attack into co-operation, to clear away doubts and uncertainties, and to carry out the will of the leaders of public opinion

OR FEARLESSLY TO SHOW WHY NOT!



**I**S THE proposition that our streets should be clean arguable?

What are the logical grounds for the side of the debate opposed to clean streets? We really should like to know.

Many presumably enlightened citizens would smile incredulously if told that there still are large groups of influential men in this and other cities that are either openly opposed to these "new-fangled notions" about public sanitation or are cynically indifferent to them.

We emphasize the sanitary aspect of street cleaning, not because we think the aesthetic or olfactory aspects unimportant, but because we now feel the compelling urgency of preventing disease in our civil population even more than in the past.

The streets are not clean (or weren't up to a few days ago). The logician may insist that we define "clean", and, to be sure, there may have been years when the streets were dirtier, but it needs no exhaustive survey, requiring weeks of intensive collection of facts, to satisfy the public-spirited men and women of Philadelphia that the streets are not, or generally have not been, as clean as most of us want them.

\* \* \* \* \*

To be fair, it must be admitted that (1) we have just undergone an exceptionally severe winter, and (2) that labor and materials cost more than formerly. There may be a little excuse under point 1, although an elastic and efficient organization is prepared to meet ordinary exigencies like weather.

Under point 2, one fact has not been sufficiently emphasized in the recent discussion. Most of us overlook the circumstance that as against the sum of \$2,641,291.50 available "for street cleaning and sprinkling, removal of ashes and household waste" for 1917, the sum of \$3,537,940 is appropriated for the same item for the current year.

The large increase in this item requested last fall, when the estimates were being considered by the Finance Committee, was justified on the ground not only of increased cost, but also on the ground of more exacting specifications, e. g., requiring the contractors to adopt modern machinery for street cleaning.

Citizens are not in possession of the facts as to the extent to which the details of the specifications are complied with, but surely a 34% larger appropriation would seem to allow not only for the increased cost of the old grade and extent of service, but also for very amply extended and bettered service.

\* \* \* \* \*

That an aroused public opinion can get results (especially when providentially aided by Jupiter Pluvius) has been clearly demonstrated by the improvement the last few days.

Let us as citizens keep up our interest and officials will prove responsive. Most of the higher-up public officers are smothered with mountains of routine, but nearly all of them will give a listening ear to serious complaints.

## FLY TIME

If our city is to be a healthful one the fly must be exterminated. It is the greatest known carrier of disease and causes more deaths each year than railroad wrecks, accidents, drownings, murders and lightning combined. With the first warm days it will be with us now, for spring time is fly time in the real sense of the word.

It is the hold which the flies get in the first few weeks of their stay that makes it possible for them to become such a menace later on. It is easier to kill a few flies than it is to destroy millions of them. Now is the time to be on the alert.

Although fly prevention is one of the most important agencies in health conservation the Bureau of Health can do but little because of lack of funds. While such work naturally comes under the Division of Housing and Sanitation it is but one function among many exercised by that division which has a regular force of only 34 sanitary inspectors. Obviously these men can spend but a small proportion of their time on the 6000 stables in Philadelphia which are held responsible for over 90% of the flies which plague us.

It is up to private organizations, therefore, to take this problem in hand and master it. This is being done at present by The Co-Operative Committee for Fly Extermination which during the past year has conducted a wide campaign of education by distributing literature printed in various languages and furnishing speakers for schools, business and improvement associations, women's clubs, etc. The committee co-operates with every one interested in the cause of cleanliness and health, it is a clearing house for fly prevention campaigns, and last year it furnished volunteer inspectors who visited over 2000 stables. You can help this committee.

THOMAS L. HODGE, Executive Secretary,  
The Co-Operative Committee for Fly Extermination,  
1008 Harrison Building.





*Pol. Sci.*

## CITIZENS' BUSINESS

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**BELOW 1288**

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Ill.

Have you ever stopped to wonder what was going on within the four walls of all those little two-story row houses which the majority of Philadelphia wage-earners call "home"?

**T**HE exigencies of the present world war have brought home to us as never before the importance of giving consideration to the human claims of the workingman. Men cannot produce efficiently under conditions that repress the normal human instincts and desires. It behooves us, therefore, to give attention, among other things, to the adequacy of the laborer's wage. While it is true that certain groups of workers in war industries have been able to improve their financial status, the fragmentary evidence available seems to indicate that the great mass of workingmen have suffered a setback during this period of soaring prices.

\* \* \* \* \*

The president of one of the largest Chicago meat packing companies is quoted as saying that \$1288.00 was entirely too large a sum to be considered a minimum wage. He bases his argument on the ground that the majority of workingmen's families are living on much less.

This latter contention is undoubtedly true. In fact, we have visited many families right here in Philadelphia who are living on much less than the so-called minimum. One family in particular comes to our mind as being distinctly representative of many in this city.

The father, the sole wage-earner, is at present making approximately \$1000.00 a year as a mechanic. He has a wife and four small children; John age seven, Charles five, Helen three, and Mary three months. His wife worked in a factory before she was married but, of course, with four small children she is unable to do anything more than attend to family duties.

"If I only had time to earn a little money," she wailed in the course of the interview, "then I might be able to buy milk for the children and to let them have a piece of bread when they come home from school. Now I just can't afford it and I do hate to say 'no' when I am sure that they are hungry and need it."

The father works from six-thirty until five and carries his lunch with him so, of course, he is hungry when he comes home.



"He hates to eat things that I can't give the children but as I tell him 'whatever would we do if you should get sick'? I have to fix him something nourishing and filling."

Of necessity, the major portion of the family income is spent for food, for body and soul must be kept together and "it doesn't take long to spend a dollar at the grocer's."

The items for clothing would be laughable if they were not so pathetic. "Mother's" yearly clothing expenditures amounted to three dollars spent for summer underwear and stockings. "No use in my buying for myself—not that I could if I wanted to. But goodness, I never get out—why I haven't been to town since John"—pointing to the oldest child—"was a baby, and I haven't been inside a movie but once since I was married. I look at the dime and think, 'well that would buy bread', and I just can't use it. One thing, though, I do wish we could afford," she said after a pause, "and that is a spigot in the kitchen. Having to wash the children's clothes every day makes it pretty hard carrying all the water from the backyard."

They could afford nothing better than four rooms, with absolutely no conveniences. Children have to have shoes and stockings and these cost money and "don't last while you are buying them." These children, however, had been very fortunate. A grandmother had given them a great many of their clothes. She, unfortunately, has recently died and the mother is wondering how she will be able to provide all that is necessary.

To be entirely independent of gifts from outsiders, whether relatives or friends, is absolutely impossible under present conditions.

However this man and his wife are "living on less than \$1288." The fact cannot be denied. But do we, as citizens, wish to admit that this is a *standard with which we are entirely satisfied?*

## Don't Throw Them Away

Since this Bureau was organized in 1909 we have been making a collection of books of use to us in our work. Some of our friends occasionally give us old Philadelphia reports and interesting, up-to-date reference books on municipal government, city planning, etc.

Now that you are looking over your garrets and book shelves for books for the soldiers, please remember that the Bureau can use many of the documents not suitable for army libraries. In addition to serving the needs of the Bureau staff, our collection is available to public officials and citizens for reference use.

If duplicates or material more useful to other organizations are sent to us, we shall send them to those who are interested. In looking over our local documents we find that we have received many scattered volumes, but still require many. If you can give us any of the desired reports, please do so. Our files of the following are incomplete:

Manual of councils previous to 1911

Journal of common council previous to 1915

Journal of select council previous to 1915

Ordinances previous to 1850

Mayors' and departmental reports previous to 1900

Laws of Pennsylvania 1905, 1903, 1860 and previous to 1854.

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## CITIZENS' BUSINESS

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### A Real Obstacle in the Way of Clean Streets

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Urbana, Ill.

We have little sympathy with the very prevalent tendency to rely on legislation alone to solve community ills.

In some cases, however, it is necessary to remove legislative hobbles.

**W**EEK before last our bulletin—as one of our friends facetiously put it—“discovered that the streets were dirty.”

We hope it did a little more than that. We wanted to “feature” the big increase (*more than one-third*) in the 1918 appropriations over those of last year.

To get clean streets for Philadelphia now is no easy matter, as many a weary worker can testify, but the indispensable first step has been pointed out.

Now that the public seems to be aroused over the clean street question, the time is ripe to revive one of the proposals of the Charter Revision Committee of the last legislative session. This bill—it got no further than being referred to committee—permitted the city *to do its own street cleaning*. Under our theory that a municipal corporation has only such powers as are expressly or impliedly granted by the legislature, it is necessary to get such legislation before the city may engage in the function of cleaning its streets itself.

The bill as drafted last session was in every way moderate. It authorized

Philadelphia to construct the necessary plant or plants for street cleaning and waste disposal, and to operate such plants or to lease them to contractors, as seemed best to the city.

Councils were further to have been authorized by this bill to use any existing departments or bureaus for the purpose of cleaning the streets or, if necessary, to create new governmental units. Thus the home rule principle—so sadly ignored in existing legislation concerning Philadelphia—was intelligently recognized, and the local government was given discretionary latitude.

To be sure, the proposed bill allowed the city either to do its street cleaning itself or to continue to do it, as at present, by letting contracts. As the present system does not appear to be an unqualified success, there does not seem to be much room for doubt as to which alternative the city would elect when the time comes to get seriously on the work of cleaning the streets. In any event it gives Philadelphia the whip-hand.

Our legal authorities tell us that this permissive legislation must prepare the

way. Will the next General Assembly force Philadelphia still to lag behind other American cities in this respect?

And will the citizens concentrate on a legislative push?

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## SPEAKING OF MUNICIPAL OPERATIONS

let us glance for a moment at the city-owned and operated water works.

The results of public management of this essential utility should reassure any of us that may still have misgivings as to the advisability of having city departments and bureaus charged with the performance of fundamental community services.

The management of the Bureau of Water is not only efficient but is forward-looking and social-minded, as well. That provision for the city's growth has not been made is not due to lack of planning in the bureau.

Certain aspects of the water question will be discussed in later numbers of CITIZENS' BUSINESS.

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## CITIZENS' BUSINESS

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## STEWARDSHIP

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Urbana,

Ill

The London (Ontario) authorities address "Mr. Ratepayer."

If they mean only those who *directly* pay taxes on real estate or personal property, they are behind the times.

Every renter and every consumer, they ought to know, is a taxpayer, or, as he is called in the British Empire, a "ratepayer."



**A**N excellent example of how to lay financial and administrative facts before the citizens came to our Bureau several weeks ago from London (Ontario).

In a neat little pamphlet of only 16 pages the administration gives graphically and by text matter the structure of London's municipal government. Then it gives some of the essential financial facts by dollars and by percentages, and makes columnar comparisons for 1910, 1913, and 1916 for certain of the expenditures.

One of the most interesting features of the little document is a request by the Council for expressions of opinion as to the advisability of making certain grants to charities and welfare agencies.

\* \* \* \* \*

In the absence of definite knowledge of local conditions in the Ontario city, we cannot pass judgment either as to the accuracy of its Council's report to the taxpayers, or as to the merits of any of the implications therein. But surely *the idea of having officials give intelligible, boiled down reports in inexpensive, readable form—ESPECIALLY WHILE THE MATERIAL IS STILL FRESH—is worthy of emulation.*

# THE FRONT COVER OF THE LITTLE PAMPHLET READS—

City Clerk's Office, London,  
December 10th, 1917.

**MR. RATEPAYER:**

By direction of the COUNCIL an attempt is made to give you AT A GLANCE the main facts of the City activities in 1917 with a comparative statement for 1910, 1913 and 1916.

You are asked to secure REPORTS which will give you complete information and which may be had for the asking.

If you are interested and informed on the management of your city YOU WILL HAVE GOOD GOVERNMENT, but if YOU ARE INDIFFERENT you deserve indifferent management of your affairs. The Council asks for "pitiless publicity."

It is the DUTY OF YOUR REPRESENTATIVES to give an account of their stewardship and it is YOUR DUTY to give their reports your consideration.

S. BAKER,  
City Clerk

STATEMENT OF THE OWNERSHIP, MANAGEMENT,  
CIRCULATION, ETC., REQUIRED BY THE ACT OF  
CONGRESS OF AUGUST 24, 1912

Of *CITIZENS' BUSINESS*, published *weekly* at *Philadelphia*,  
*Pennsylvania*, for April 1, 1918.

State of *Pennsylvania* }  
County of *Philadelphia* } ss.

Before me, a *Notary Public* in and for the State and county afore-  
said, personally appeared *Frederick P. Gruenberg*, who, having been  
duly sworn according to law, deposes and says that he is the *editor*  
of the *CITIZENS' BUSINESS* and that the following is, to the  
best of his knowledge and belief, a true statement of the ownership,  
management (and if a daily paper, the circulation), etc., of the afore-  
said publication for the date shown in the above caption, required  
by the Act of August 24, 1912, embodied in section 443, Postal Laws  
and Regulations. . . . , to wit:

1. That the names and addresses of the publisher, editor, manag-  
ing editor, and business managers are:

Name of—	Post office address—
Publisher, <i>Bureau of Municipal Research</i>	<i>Philadelphia</i>
Editor, <i>Frederick P. Gruenberg</i>	<i>Philadelphia</i>
Managing Editor, <i>None</i>	
Business Managers, <i>None</i>	

2. That the owners are: (Give names and addresses of individual  
owners, or, if a corporation, give its name and the names and ad-  
dresses of stockholders owning or holding 1 per cent or more of the  
total amount of stock)

*Bureau of Municipal Research, Inc., No capital stock*

3. That the known bondholders, mortgagees, and other security  
holders owning or holding 1 per cent or more of total amount of  
bonds, mortgages, or other securities are: (If there are none, so  
state)

*None*

(Signed) *Frederick P. Gruenberg*

Sworn to and subscribed before me this 28th day of March,  
1918.

(Signed) *Martha H. Quinn*  
[SEAL] (My commission expires *January 16, 1919.*)

*Police*

# **CITIZENS' BUSINESS**

**TO PROMOTE EFFICIENT AND SCIENTIFIC MAN-  
AGEMENT OF MUNICIPAL BUSINESS**

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Issued weekly by the

No.  
308

**BUREAU OF MUNICIPAL RESEARCH** April 18,  
1918

805 Franklin Bank Building, Philadelphia

**Subscription, Fifty cents a year**

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Philadelphia, Pa., under the Act of August 24, 1912

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## **Boulevards and Enhanced Land Values**

University of Illinois Libr  
Urbana,

### **BUREAU OF MUNICIPAL RESEARCH**

An incorporated agency of citizen inquiry  
Employs a staff of accountants and investigators  
To get facts regarding the city's management  
To give constructive criticism to city officials  
To eliminate waste and increase business efficiency

**SUPPORTED BY VOLUNTARY  
CONTRIBUTIONS**

**O**NE of the most fundamental problems of all ages and races has been that of the land. The way in which this essential of life has been owned has determined the character of civilizations. Today there seem to be new world currents of uneasy thought on this subject. For instance, Count Ilya Tolstoi tells us that most of the Russian political parties are agreed that the land must be socially owned rather than by individuals. In our sister state, England, the tentative platform of the Labor Party (which party, many prophesy, will sweep into power at the next election) has demanded "the common ownership of the nation's land . . . ." These are disquieting thoughts, *but we dare not shirk the issue.*

Even here in our United States it is recognized that the public claim to the land is prior to that of individuals. This recognition is inherent in the right of eminent domain, which permits the community to take privately owned land for public uses even against the will of the owner; and in the police power of government, which may infringe upon the rights of the individual as to the use or enjoyment of his land. This latter power has been confirmed by a decision of the United States Supreme Court in the case of *Hadacheck vs. Los Angeles* in 1915. This rather startling decision says of the police power:

" . . . . The imperative necessity for its existence precludes any limit

upon it when not used arbitrarily. A vested interest cannot be asserted against it because of conditions once obtaining. To so hold would preclude development and fix the city forever in its primitive conditions. There must be progress, and if in its march private interests are in the way, they must yield to the good of the community."

\* \* \* \* \*

These facts are presented to supply a background for a change proposed for Philadelphia by one of our city officials. We hasten to add that the change proposed is not nearly so drastic as those mentioned. The 1916 Report of the Chief Engineer of the Bureau of Surveys (which has only recently appeared) states as follows:

"In the opening and improvement of South Broad Street, from the Plaza to League Island Park, and of the Boulevard, from Broad Street northeastward for a distance of 7 miles, large sums of public money have been spent, and no part of the cost of either the opening or improvement has been assessed against benefited property, although there is abundant evidence of such benefits in the rapid increase in assessed and selling values, which began as soon as the projects came to be seriously contemplated, and long before they were actually put in service.

"The influence of the Boulevard as a creator of values has been directly felt over an area of more than 20 square miles. The assessed value of properties abutting upon and lying near it along its entire length has increased from 50 to 800 per cent., and actual selling values have increased in a far greater percentage, yet these properties contributed nothing toward the improvement, but received damages based upon



new values created by it. It seems quite clear that a considerable part of this expense might have been assessed against benefited property in the vicinity, that the drain upon the public treasury might have been greatly reduced, and yet a very large margin of the profit allowed the land owners. As a matter of fact, the owners in the vicinity received all the benefits and the taxpayers in remoter sections of the city, who received little or no benefits, paid all the bills."

A resolution authorizing an amendment to the State constitution to permit the appropriation of this unearned increment was passed by one legislature and killed by the next one, so that the measure is now dead.

The issue is still before us and its thoughtful consideration well in advance of the approaching legislative session is imperative.

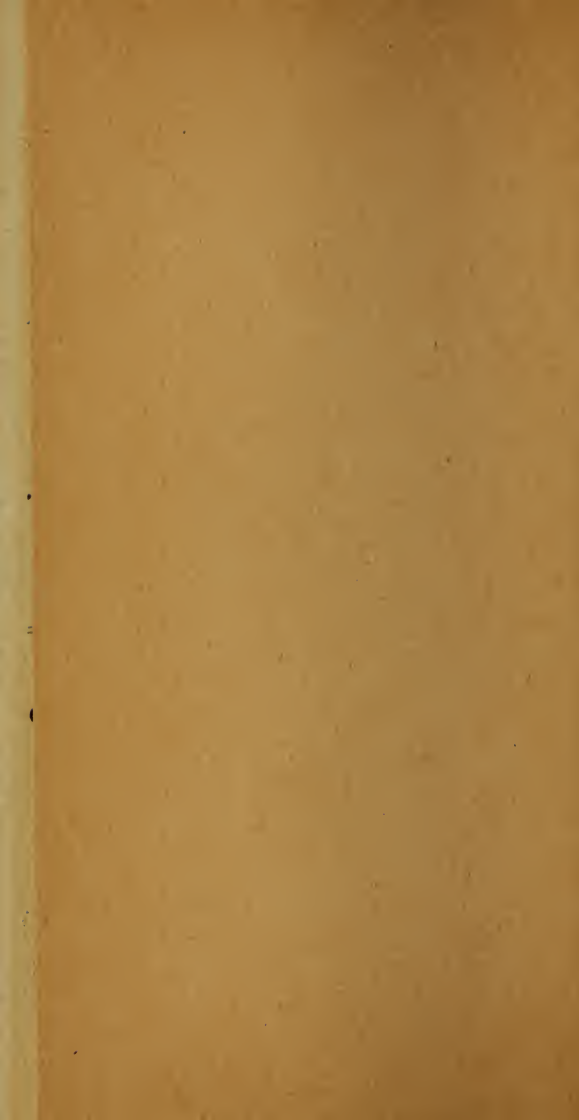
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### Needless Screeches

One of our subscribers has recently called our attention to a kind of nuisance which is wholly unnecessary, extremely annoying, "prejudicial to public health," wasteful and destructive of property values—the unnecessary noise made by street cars bumping over dead lines and in going around "squeaky" corners. Such jolting and friction increase operating costs and wear and tear. At the same time it depreciates adjacent property because it rasps the nerves of all within earshot. The comparatively small cost of removing the cause makes it especially irritating when it is allowed to go on year after year.







*PolSci*

## **CITIZENS' BUSINESS**

**TO PROMOTE EFFICIENT AND SCIENTIFIC MANAGEMENT OF MUNICIPAL BUSINESS**

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### **Democracy**

**Are We Really in Earnest About It?**

University of Illinois Library,

Urbana,

Ill.

**"Government is not reason, it is not eloquence—it is force! Like fire, it is a dangerous servant and a fearful master; never for a moment should it be left to irresponsible action."—George Washington.**

**T**HE following quotation is from the letter of a Philadelphia boy now fighting somewhere in France, and is taken from the Civic Club Bulletin:

“George wanted to know what could be done to help out over ‘here.’ I will write and tell of anything I see; but one thing is sure: that there is no fun in fighting to save democracy for a lot of grafting politicians, and nothing would put more pep into me than to know that the people at home were awake to their civic responsibilities. While I believe that eventually we will win out, we have a hard job on our hands and graft is as much a foe as autocracy.”

Do you realize that this is a challenge to YOU? Are you doing YOUR BEST to encourage the boys by trying to “make democracy safe for the world”? Where are YOU putting YOUR strength

in the struggle for a cleaner,  
more efficient democracy?

If these questions cause an uncomfortable feeling somewhere in your anatomy, READ and HEED what we have to say.

The Bureau of Municipal Research is in the fight for democracy with both hands and feet. Democracy is one of our hobbies, and efficiency is our middle name. We are not the outgrowth of a single season, but are well established with years of a good record back of us. We are not interested in personalities nor in politics. We are not after something for ourselves. But we ARE interested in efficient methods of government, in business-like machinery without friction, without waste, and without lost motion.

Are you with us in this endeavor?  
Will you help give the boys some-

thing more worth while fighting for? If so, what will you DO for us?

We need money. Our ambitions always run ahead of our budget, and this is particularly true in these times of stress. Will you send us a check? We receive contributions of all sizes. Don't feel ashamed of a small check. And don't be bashful about sending a big one. It will go to vital work of great value to YOU.

Or will you help us increase our circulation of Citizens' Business? We flatter ourselves we have something to say that is of value. We want to say it to more people. Just ask your friend for fifty cents (that's all it costs), and send us the money and the name. Then tackle another friend. Won't you at least do that for us?

But if you can, SEND US A CHECK.

*Polski*

## **CITIZENS' BUSINESS**

**TO PROMOTE EFFICIENT AND SCIENTIFIC MANAGEMENT OF MUNICIPAL BUSINESS**

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### **A Million Dollars' Worth of Garbage**

University of Illinois Library

Urbana,

II

Never has the need for CONSERVATION been more obvious; never has profiteering to the public's disadvantage been in such bad odor. (No pun intended.)



THE garbage collected in 1916 in Philadelphia was worth approximately one million dollars, according to rough calculations based on the 1916 Report of the Department of Public Works. That same year, the city paid a contractor about \$430,000 for the collection and disposal of this garbage. The contractor treated the garbage in what is known as a reduction plant, and sold the valuable by-products of grease and fertilizer. Judging from market prices in that year, he was presumably able to sell these by-products for about one million dollars. (At the current market prices the same amount of garbage would be worth about \$2,300,000 today.)

Of course the collection of the garbage was a great expense to him, but *remember that the city had already paid him \$430,000 for that work.*

During the same year, the city of Columbus, Ohio, spent \$48,424 for the same purpose, and realized a revenue of \$88,715 from their municipal reduction plant, or a net profit of \$40,271—in reality a saving of \$88,715, because the garbage would have to be collected anyway. The city of Cleveland also realizes a handsome profit from her municipal

garbage reduction plant. Philadelphia is much larger than these two cities, but we should suppose that that would only make the profits of such an undertaking still larger. There are relatively few American cities which operate their own reduction plants, but almost all American and European cities have municipal garbage collection. Authorities agree that municipal collection is most desirable.

Of course it costs money to collect and to reduce garbage. The initial outlay of such an undertaking would be considerable. It may well be doubted whether we would be justified in this expenditure at the present time. But remember that the collection and disposal of garbage is a profitable matter. *Evidently the contractor finds it so.*

Reference to the back files of the newspapers and to reports of the Department of Public Works reveals the fact that the service rendered by this private contractor has not always been free from complaint. Perhaps the first step to be taken toward municipal collection or reduction of garbage, or toward other means for providing satisfactory collection is mentioned in the 1916 report of the Department of Public

Works, p. 149: "It is greatly to be hoped that at the next meeting of the state legislature some action will be taken in this matter and the city given authority to regulate a condition which has proved to be both insanitary and costly."

In our opinion, however, the city already has the authority to take things into its own hands under its police power. *Is there any reason why Philadelphia should not look forward to the ultimate municipal control of this vital and lucrative public service?*

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An official statement of the Army Medical Corps, in speaking of such respiratory diseases as pneumonia, measles, diphtheria, mumps, meningitis, infantile paralysis, influenza, and tuberculosis, says: "Unlike some disease germs, the germs which cause the diseases mentioned do not die or become harmless upon drying. So that when they are dried and blown about with the dust they are still capable of setting up disease in many other people."

IS THIS NOT STILL ANOTHER ARGUMENT  
FOR ADEQUATE STREET CLEANING?

Vol Sci

## **CITIZENS' BUSINESS**

**TO PROMOTE EFFICIENT AND SCIENTIFIC MAN-  
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**"REFORM"**

**"A BUSINESS ADMINISTRATION"**

UNIVERSITY OF ILLINOIS LIBRARY

MAY 14 1918

**"If all other elements in human society, individually and socially, were placed together and then multiplied by ten, the importance of government to humanity would far outweigh them all."**

**—Searchlight on Congress.**

“**M**UCH of what has appeared as reform has been but a raid on office by the politicians of the outside party and the citizens have been deluded into mistaking the brass band for a call to arms, the red fire for a torch and the campaign bunk for a crusade. And the leaders they have swept into city hall have shut the doors in their faces and they wait until next election day for the gang they had put out to lead them back again.

“Disillusioned reformers say that the people do not know what they want—that they do not want good government. Perhaps the reason is that the people do not recognize good government when they see it. Is it because, when they have had a reform administration, it has had merely an appearance of goodness and has had no real effect on their daily lives? Or is it that the benefits have been real, but not

pointed out to the citizens? If the second is the cause, then we have failed in the task of education, we have not visualized good government. Perhaps, if we could convince the voter permanently that when he enters the booth he may be voting for life or death for his child, he would mark his cross in the right place. Perhaps we have not been able to prove to him that there is no such thing as Democratic sewers or Republican sidewalks—or that the tariff has nothing to do with the organization of the grade school.

“But if good government is not a real thing, and voting is merely an annual amusement and does not mean anything, that is more serious. City government must then be accused of not touching us at the vital points of our lives, of being superficial, of being unintelligent.

“They say democracy is a failure. The

remedy is more democracy. They say that 'we cannot change human nature.' Perhaps the fault lies in our not understanding human nature."—Municipal Journal for April 27, 1918.

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### CAN THIS BE?

"The idea of a 'business administration' of the city makes but a slight appeal to the mass of voters, who know little of 'business,' and for whom the ideas of efficiency as interpreted by a new industrialism are a pure abstraction, quite unrelated to those realities which exist for the workmen who are but tools in the modern industrial world. To run the city as one would one's own business is an ideal understood by the businessman. It may thrill him, but it cannot be expected to attract a group for whom this specialized idea of efficiency either does not exist or else would be a mockery."—Simkhovitch in *The City Worker's World*.



PolSci

## **CITIZENS' BUSINESS**

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**A Successor to the Manual of Councils?**

University of Illinois Libra

Urbana,

11

**Why not give every one the opportunity to know more about our city government?**

**N**EARLY all cities issue some kind of annual municipal directory. These range in size from modest leaflets to lengthy volumes. They vary in contents from mere lists of officials to elaborate descriptions of the local government and its activities.

The most noteworthy of these are the Municipal Year Book of the city of New York, compiled by the municipal reference librarian, the Chicago City Manual, prepared by the city statistician,\* and the Boston Municipal Register, compiled by the statistics department. Each explains the organization, function, and activities of the city government, and the powers, duties and salaries of the important officials. The unusual accomplishments and notable achievements of each department during the year are also given attention.

Of course, there are variations in the nature of the general information included in the three year books. The New York one includes, besides the really essential information, only a few statistical tables. The Chicago Manual devotes a number of pages to

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\* Due to the death of Francis A. Eastman, city statistician, the 1917 issue is delayed.

local history and literature and to discussions of hot weather and sacrilegious changing of street names. The Boston Register emphasizes statistics of population, area, elections, and finance.

All of the essential information of these year books has been gleaned from laws, city charters, ordinances, and reports of departments. To locate these facts quickly in the original sources is a *difficult task for a specially trained person and an impossible one for the average citizen*. If collected and well indexed in a handy reference book, these facts become easily accessible to every one.

Although our Philadelphia Manual of Councils serves the purpose of an efficient directory of officials and room numbers, might it not very profitably be expanded into a somewhat larger volume including general information re structure, organization and function of our city government and important governmental activities of current interest?

A plan could easily be worked out as to what facts are wanted regarding each department, bureau or other unit, or

which data are important concerning given phases of municipal activity. Then *uniform* information, *comparable* statistics, and a minimum of useless material would be at the quick disposal of every official, every councilman, every citizen.

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### Philadelphia Is Getting a Great Deal of Free Advertising These Days

The Municipal Journal for May 4, 1918, contains the following article:

#### "WATER WASTE IN PHILADELPHIA

The safe capacity of Philadelphia's pumping plant is 300,000,000 gallons a day. . . .

This capacity was exceeded in 1917 and the four years previous. Chief Carleton E. Davis estimates that at least 85,500,000 gallons a day are wasted. For twenty-five years the chiefs of the Philadelphia Bureau of Water have been striving to get the city council to permit them to take effective steps to stop this waste, but in vain. If a break-down of the over-taxed plants should cause a water famine the voters of the most politics-ridden city in the country will have themselves to blame; the water bureau will be absolved from all blame by those who know the facts of the case."

*Polser*

## CITIZENS' BUSINESS

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## What of Standardization?

Over two years ago the present city ad-  
ministration announced its intention to  
standardize employments in the Phila-  
delphia city service.

THE problem of salary and wage adjustment is again before the city government. Councils have referred it to the Finance Committee and the Finance Committee has turned it over to the Civil Service Commission. The latter body is now engaged in appraising the various requests for increases and will report its recommendations to the Finance Committee as soon as they are ready. Then the Finance Committee will adopt these recommendations, doubtless in amended form, and pass the problem back to Councils where final action will be taken, subject only to the approval of the Mayor.

In this division of official labor, the most difficult task probably falls to the Civil Service Commission. Its work is nearest the firing line and calls for the greatest amount of discrimination. It must get down to the actual facts upon which wage recommendations are to be based, and it must be careful not to confuse facts with personalities.

There is room, of course, for a difference of opinion as to the wisdom of delegating this important function to the Civil Service Commission, but a question of more immediate concern is whether, under present conditions, we have in our municipal service standards of work and of compensation by which the Civil Service Commission may be guided in its exceedingly difficult task.

For the past two years there has been *talk* about standardization of municipal employments, *but that is all*. The word "standardization" has been used glibly in connection with measures that bore no resemblance to the scientific program for which it stands. The time has passed, and today we are little better off than we were two years ago. No standards of work that may be applied uniformly in all departments of the city government have as yet been established. In appraising the numerous



requests for increases in salary, the Civil Service Commission must act without the aid of a yard stick by which work may be measured. *It is obliged to depend as before upon vague mental impressions.*

It is inconceivable that the public officials, upon whom the task of salary and wage adjustment has fallen, should not realize the need of definite standards of work in a service so large as that of Philadelphia, but certain it is that an intelligent effort at standardization cannot be expected in advance of a full realization of its need.

“Permission has been given to the company owning the electric railway system in Mexico City and suburbs to reduce the passenger rates outside of the city limits fifty per cent., a petition having been voluntarily presented for this purpose. This is believed to be the first case of the kind that has ever occurred anywhere in the world.”—The Public, May 11, 1918.

Pol. Sci.

## CITIZENS' BUSINESS

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What sort of a United States will the boys  
find when they come home?

University of Illinois Library

CHICAGO, ILL.  
MAY 31 1918

"That we here highly resolve that these  
dead shall not have died in vain; that this  
nation, under God, shall have a new birth  
of freedom;"—Abraham Lincoln.

LAST year the secretary of the Canadian Red Cross told the convention of the National Municipal League of some sketches found on a German prisoner. One picture was of some houses in one of the worst of London's slums, the other was of a degenerate Englishman. On the first picture was written in German: "If the British conquer, this is the kind of house that you will have to live in." On the other were these words: "This is the type of man that the British system produces." To what extent were these accusations true?

We have all shuddered at the tales of war atrocities. If we should take a walk through vast sections of Philadelphia, we should stand aghast before the "peace atrocities" that are continually being perpetrated by our social order. The misery, starvation, ignorance, over-crowding, and immorality that exist in almost any of our large American cities are appalling.

It used to be the fashion to put the blame for such conditions upon the individual sufferer, but this is now passé. The sociologist, the economist, the social worker, no longer think in those terms. They frankly recognize that *the ills of society are the fault of society* and can only be socially cured. They proclaim that poverty, unemployment, and over-crowding are social diseases, exactly as preventable as tuberculosis or typhoid fever. Just as the installation of a proper water purification system greatly cuts down the typhoid death

rate, so can well-conceived social measures do away with the diseases of society.

The trials of nearly four years of the world war have taught Europe lessons that America has yet to learn. *Time has gone faster over there than here.* If we would see ourselves as we are going to be, we must look at what England is today. The British Labor Party has produced a Reconstruction Manifesto which is being discussed the world over, as heralding the birth of a new social order. Steps are proposed which are intended to provide a national minimum, prevent unemployment, bring democracy into industry, nationalize the public utilities and natural resources, increase production, revolutionize national finance, introduce greater justice in distribution, and secure the national surplus for the common good.

It is not for us to uphold nor to denounce, but *we must face facts as they are.* These social problems are with us, and they must be solved. If we doubt the efficacy of a proposed remedy, *it is up to us to suggest a better remedy.* It is the greatest of mistakes to try to turn back the hands of the clock. The world is going ahead to solve these problems, and will not stop for the objections of a disgruntled few.

What has this to do with the Bureau of Municipal Research? Simply this: We shall do our little part in the betterment of society. Our field is Philadelphia, and we find plenty of work for us to do here. The citizens are going to

learn to comprehend their problems in a broader, newer way. Wide-spread popular education, a broad-gauged financial program, rapid transit, better health conditions, improved housing and city planning; these are some of the problems before us. We propose to devote the energies of our staff of specialists to the welfare of the community as a whole. We are confident that when the forward-looking citizens of this city understand our aims, we can stand together for a more worthy city-home.

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“The days of political and economic reconstruction which are ahead of us no man can now definitely assess, but we know this, that every program must be shot through and through with utter disinterestedness, that no party must try to serve itself, but every party must try to serve humanity, and that the task is a very practical one, meaning that every program, every measure in every program, must be tested by this question, and this question only: Is it just, is it for the benefit of the average man, without influence or privilege; does it embody in real fact the highest conception of social justice and of right dealing, without respect of person or class or particular interest? This is a high test. It can be met only by those who have genuine sympathy with the mass of men and real insight into their needs and opportunities, and a purpose which is purged alike of selfish and of partisan intention. The party which rises to this test will receive the support of the people, because it deserves it.”—Woodrow Wilson.

Pol. Sci.

## **CITIZENS' BUSINESS**

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## **The Gambler's Chance**

University of Illinois Library,  
Urbana,

Ill.

**Can the workingman afford to risk  
his all on a new job?**



**I**N discussing wage rates, whether for city employes or for workers in private industries, there is one silencer which is often used on those who question the adequacy of the wages paid. "If the worker is underpaid," so this argument runs, "why doesn't he get another job?"

Why doesn't he, indeed? The question is a fair one. There are, without doubt, positions in certain industries closely connected with the war that pay very high wages. If a man really needs more money, why shouldn't he take one of those?

The first and most obvious reason in many cases is that he is not qualified to hold such a position. Unless he is a skilled mechanic—a carpenter or a steel worker, preferably—his only chance of high wages (in so far as one can judge from the three hundred and seventy-five families interviewed in our cost of living study) is in giving up his trade and *becoming an unskilled laborer*. If he is a barber or a tailor it is not likely that he will have the physique neces-



sary for the hard work and long hours, which, for the unskilled worker, are the price of high wages.

It may be, moreover, that he has held the position which he is now holding for several years, knows and likes the men with whom he is working, and feels a good deal of hesitation about going out among strangers and being the "greenhorn" again, even if the new place may pay higher wages from the very start.

There is one reason, however, which is, among the lowest paid workers, perhaps the most potent of all. In changing from one job to another, of one's own motion, there is always an element of chance, and the lowest paid workers feel that they cannot afford to gamble. If a man has not quite enough to support his family, he argues, he cannot afford to take a day off to hunt a job. *It would take too long to "catch up" if he didn't get it.* He feels also that he cannot afford to take a job in a war industry, with the strong likelihood of losing it again after awhile and being

then out of work at a time of general unemployment. The mere fact that he is underpaid has a tendency to keep him so.

If a man stays in a position that he is holding, it may be true, of course, that he is being paid enough for his needs; but the bare fact of his remaining there does not prove, with absolute finality, that he is being paid a fair wage.

---

“Two notable features have marked municipal development during these years. . . . The first . . . is the radical simplification of governing machinery; the second . . . the use of new administrative implements and the adoption of improved business methods.

“Finally, the spread of more accurate popular knowledge concerning the city's affairs promises to be at once the culmination of these reforms and the guarantee for their permanence.”—William Bennett Munro.

“The punishment suffered by the wise who refuse to take part in the government is to live under the government of bad men.”—Plato.

*Pol. sci*

## **CITIZENS' BUSINESS**

**TO PROMOTE EFFICIENT AND SCIENTIFIC MAN-  
AGEMENT OF MUNICIPAL BUSINESS**

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Issued weekly by the

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**Inexcusable!**

University of Illinois Lib

Urbana,

**Many little things are often over-  
looked in the rush to accomplish big  
things.**

**T**HOUSANDS of men and women have come to Philadelphia for the first time during the past few months. They have come to take part in the new industries which have grown up in and around this city because of the necessities of war. They are helping their country; should we not do everything in our power to help them, to make an unknown city as convenient as possible?

To the stranger in a city the frequent absence of signs telling the name of the street must be very confusing. One must walk long enough distances when hunting lodgings without having to wander around to find out whether or not one is on the right street. The streets should be plainly indicated on each corner so that "those who run may read."

Then, too, the numbering on the houses should be consistent. The stranger in Philadelphia, or indeed any one of the uninitiated, starting from 800 North 51st street for 500 North 52nd street would doubtless walk south on 51st street until he reached 500 north, when he would proceed west to 52nd street, only to find to his chagrin that he was

only 200 north and that he would have to retrace his steps until he arrived just two blocks west of his starting-point. Why should 800 north on 51st street be on a line with 500 north on 52nd street?

This lack of consistent numbering is true of many sections. On some streets in Kensington, for instance, the even and the odd numbers follow right along on the same side of the street. Confusion also arises from the fact that in some places the signs at opposite ends of the same street give entirely different names. In the course of time the name of the street may have been changed, but many of the old signs have been retained.

While the Parkway, the subway, and other plans for beautifying the city and providing facilities for travel may of necessity have to be postponed, minor improvements, such as renumbering houses, where this is necessary, and putting up signs where none have been before (or where there are obsolete ones), might be successfully carried out.

Waste of energy is at all times inexcusable, but in war times it cannot be con-

demned too strongly. All hands must be put to the wheel to aid in our drive for efficiency. Improvements which are savers both of time and of energy should be considered not as possibilities but as necessities.

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### HOW TRUE!

Autocracy has always feared free education.

It is not possible to conceive of democracy without free education for all. Of the two elements essential for democracy, education and industrial opportunity, education is far the more important, for while free education involves opportunity, opportunity without it is bound to collapse. Popular education is America's chief pride and it is a just theme for self-congratulation. But while public school systems are maintained by taxation and while higher schools and colleges have either been supplied by the States or by private benevolence, so that education in any field in many States may be said to be furnished at slight or no expense, the fact is not clearly enough appreciated that, to the largest part of our ever-growing city population, these opportunities are only available for the years when they are compulsory.—M. K. Simkhovitch—*The City Worker's World*.

pol, sci,

## CITIZENS' BUSINESS

TO PROMOTE EFFICIENT AND SCIENTIFIC MAN-  
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## FIGHTING DEMOCRACY'S BATTLE AT HOME

A Call to Arms!

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JUN 20 1918

"May I say this, the duty that faces us all now  
is to serve one another."—President Wilson.



**J**OHAN DEWEY has said, "Nothing is simple in war time, save emotion." We have now been in the war for over a year. It is high time that we begin to come down to earth and dispassionately analyze the problems before us. The experience of our Allies has been that the home activities cannot be neglected. The constant flow of supplies, the smooth coördination of our industrial life, the maintenance of that creature comfort and social inspiration so essential to civilian morale, are all as necessary for helping the victory as are the efforts of the boys in the trenches.

There are many other people besides ourselves who recognize these truths. One excellent example is furnished by the Women's Municipal League of the city of New York. We take pleasure in quoting the following from their bulletin:

"If the war has taught us anything it has taught us the worth of collective effort, of working together, of giving to a common cause. A hundred million dollars is being raised in a single week for the second Red Cross fund, and such is the united spirit of the nation that calls of this kind will be responded to over and over again. A return to the status quo, to the selfish individualism of before the war is unthinkable. If a hundred million dollars can be raised in a single week for binding up the wounds on the stricken fields of Europe, why shall we not raise even larger sums after the war to build up the weak spots in our democracy, to use the surplus wealth for the common good!

"This is the hope that we find expressed in countless public utterances, in countless platforms and programs looking to the future. Those of us who want to bring that day nearer must begin now. We

cannot forget that side by side with the forces that are fighting to free the world are fighting also the forces to imprison the world; that side by side with liberalism, reaction raises its ugly head.

“The ringing words of President Wilson that perhaps for the first time in history a nation is going to war for an unselfish purpose are stirring the hearts of Europe. It is our business to make the same spirit of unselfishness rule in our domestic affairs. We must look to it that the democracy for which we are fighting three thousand miles away is kept intact at home. The same liberalism, the same care for the weak and helpless, the same ‘daylight diplomacy’ upon which we are insisting in our conduct of the war, must be insisted upon in the management of our local affairs. That is why we must count it a battle lost if any organization concerned with waging democracy’s fight at home is allowed to suffer or become weakened because of efforts spent on organizations concerned more directly with war service. An inefficient health department, a neglected school system, a corrupt police department, help the forces of autocracy, of imperialism and selfishness. We cannot send our sons and brothers and husbands over to France to die by the millions for democratic ideals, while we neglect at home the very things on which democracy is built.”

In New York City, on June 5 and 6, the Academy of Political Science and the Governmental Research Conference held a joint conference on War Economy. The Bureau of Municipal Research of Philadelphia was one of the twenty-odd research bureaus that were represented. The *New Republic* says concerning this conference:

“Efficient government which may have looked academic in happy days of surpluses is now becoming a matter of life or death. Placed in its proper setting in political science it is a fascinating as well as a critical theme for discussion. The Academy and the Bureau propose to deal with the subject in no superficial manner. Efficiency with them is no mechanistic scheme for laying out ‘tasks’ for working-class automatons, but rather a system of vigorous and responsible leadership, wise planning, scientific (and therefore human) employment, exact cost measurement, and foresighted budget making. Even the unimaginative will see the new significance of such a program. Had we given more thought to finance and administration, and trusted less to amateurs and improvised methods, not a few of the difficulties in the way of putting men and materials on the battle line would have been avoided. If we take up now with renewed zest the determination to make our organs of administration competent to highly specialized tasks—tasks which the war has not created but merely emphasized—we shall be all the better prepared to do our part in the days of gigantic movement enterprise and reconstructed industry which lie just ahead. The conference may indeed be the beginning of an organized national movement for transforming hopes of improved administration into realities. The American people have made out their income tax blanks, they have oversubscribed the Third Liberty Loan, they have responded in full measure to the call of the Red Cross. Have they the courage to enter upon an era of statesmanship in which promises and accomplishment, continuity in essential matters, and democratic responsibility may be joined in order that governments of the people may be better fitted to do wisely and well the work which the people have most certainly the right to expect of them?”

*Pol. Sci.*  
**CITIZENS' BUSINESS**

TO PROMOTE EFFICIENT AND SCIENTIFIC MANAGEMENT OF MUNICIPAL BUSINESS

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**\$100 PRIZE**

**Here is easy money for somebody,  
or else**

**there is something fundamentally  
wrong with Philadelphia's accounting  
system.**

**ONE HUNDRED DOLLARS** in Liberty Bonds is hereby offered by the Bureau of Municipal Research of Philadelphia to the first person—whether he be an employe of the city, an expert accountant, or any other person—who prepares from the balance sheets, operation accounts, and other data **contained in the City Controller's annual reports for the years 1916 and 1917:**

1. A proprietary balance sheet for the city and county of Philadelphia as at the close of the years 1916 and 1917; and
2. An income and expense statement for the city and county of Philadelphia for the year 1917.

The proprietary balance sheet must show in comparable form, and in suitable detail, the assets, the liabilities, and the net worth (net assets; excess of assets over liabilities) of the city and county of Philadelphia as at the close of the years 1916 and 1917. The City Controller's figures for "land, structures, other improvements and equipment," and for depreciation thereon, may be used. The city's funded debt may be stated either at the par value or at the "basis upon which sold" value, but preferably the latter. All other items should be valued in accordance with the accepted principles of a strictly asset and liability system of accounting.

The income and expense statement must show, in suitable detail, the income and the expense (including depreciation and losses)

of the city and county of Philadelphia for the calendar year 1917, and must exactly account for the change in the net worth as shown in the proprietary balance sheet. The income should be stated so as to show the income from each of the several sources (interest on bank deposits, liquor licenses, pawnbrokers' licenses, taxes on real estate and horses and cattle, taxes on money at interest and carriages to hire, poll taxes, water rents, permits to break streets, recording fees, etc., etc.). The expense should be detailed according to any suitable classification by object or character. In addition, both the income and the expense may be classified by departments, bureaus, etc.

Both the balance sheet and the income and expense statement must be delivered to this Bureau on or before July 31 next, as this Bureau plans to publish considerable similar material shortly thereafter. Were it not for this fact, we should be perfectly willing to extend the time two or three months longer.

The \$100 prize positively will not be given to anyone in any way connected with this Bureau, nor to anyone who obtains any assistance from anyone connected therewith.

\* \* \* \* \*

It is this Bureau's contention that both the city's accounting system and the annual reports based thereon could—and should—



be so simple that anyone familiar with the principles of double entry bookkeeping as applied by private individuals and private business enterprises could readily understand them. In fact, both the system and the reports *should be self-auditing* to a very considerable extent.

---

It may be helpful to remind our readers at this time of the two sorts of information service that we are rendering. We conduct a War Information Bureau in City Hall Courtyard which is equipped to help very directly in a variety of ways. The staff is daily receiving about one hundred calls for assistance and information. This service has been much appreciated and has received wide comment in press and magazine. Just as a matter of interest, won't you pay us a visit? If we can give you some desired information, so much the better.

[War Information Booth—both phones through Electrical Bureau.]

In addition, we are continually receiving requests for information on various municipal topics at our permanent offices in the Franklin Bank Building. We are well supplied with literature, books, texts of laws, etc., and our librarian is usually able to answer such inquiries on short notice.

Both services are free to the public, and will be cheerfully rendered.

Bureau of Municipal Research { Bell, Spruce 1823  
Keystone, Race 2530



Sol, Sci.

## CITIZENS' BUSINESS

TO PROMOTE EFFICIENT AND SCIENTIFIC MANAGEMENT OF MUNICIPAL BUSINESS

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UNIVERSITY OF URBANA  
**THIS IS SERIOUS—**

JUL 5 1918

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Urbana,

[11]

Presently we shall be dangerously undermanned in essential services, including the police and fire bureaus, OR

We shall be increasing our municipal payrolls so heavily that we shall face:

1. A great tax increase, or
2. Slipping back to the reckless and immoral practice of borrowing to meet expenses.

**T**HE policemen want more pay—the firemen want more pay—skilled workers, unskilled workers, clerks, and even chairwarmers **want more pay.**

The great mass of citizens, knowing what it means to make both ends meet in these days of soaring prices, are inclined to be sympathetic with heads of families and other wage-earners in the city's service, and are, in the main, satisfied that the demands of the lower paid groups are extremely moderate.

At the same time, however, despite the fact that our city tax rate has jumped 75% in two years, there are practically no funds available for appropriation for the balance of 1918, and the federal government will not permit the city at this time to raise money by issuing bonds.

To even a casual observer this would seem to be the time of all others to take an account of stock, as it were, in our public services. If the persistent belief that there are scores of superfluous employes in City Hall **be true**, is this not the ideal moment for reducing the size of the staffs?

We learn that employes are leaving the city's service every day, not only to join the

colors, but to secure the higher wages now clamoring for takers in certain industries. In some departments and bureaus these numerous resignations have already assumed proportions threatening to our community safety and welfare.

Be it noted, however, that it is not the old-time five-hour-a-day sinecurist who enlists or who is eagerly sought by the shipyard or munition plant. It is rather the keen, alert young fireman or policeman, the skillful electrician or engineer, or the really competent and hard-working office worker.

Hence, the city's personnel is being reduced at its strongest and most essential points. The placeholders and routineers continue their strenuous days of a little chat, a little smoke, a **little work—and a little ball game or movie after 3 p. m.**

Mere reductions of **numbers** of city employes will not solve the problem. It may relieve the tension on the city treasury and leave some funds available for salary and wage increases for those who remain in the service, but it will not retain the efficient and indispensable workers and eliminate the drones. The present situation will not correct itself. **Somebody must make it**

**his business to see, not only that the number of employes is reduced, but that this reduction results in the elimination of useless jobs and useless men.**

---

As we go to press, the papers are airing a scandal relative to a rescinded police-order covering the sale of fireworks for the Fourth of July.

Leaving out of consideration the obvious inappropriateness of the traditional Fourth in days like these, we cannot permit our boys and girls to risk exposure to blinding, tetanus, and all the other well-known dangers incident to fireworks. Nor can we risk a single unnecessary fire!

The arguments have been so widely disseminated that they are now trite—a strong public sentiment has long since lined up in favor of the “Safe and Sane,” yet there be fireworks dealers who are brazen enough, it seems, to pool together for their own interests against the public weal, there be lawyers who will serve as their agents, and there be public officials—

Perhaps the times call for a Cicero to exclaim, “To what extreme, O Profiteers, will you continue to abuse our patience?”

Pol. Sci  
**CITIZENS' BUSINESS**

**TO PROMOTE EFFICIENT AND SCIENTIFIC MAN-  
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**"It's better not to know so much, than to  
know so much that ain't so"**

University of Illinois Library

Urbana,

Ill.

The evils resulting from vague nomenclature and inconsistent use of supposedly exact accounting terms are not local to Philadelphia. In governmental accounting everywhere loose and inexact terminology is the rule, rather than the exception.

**I**F we are to have "government of the people, by the people, and for the people"—in other words, if we are to have that truly democratic, service-rendering government which all of us are seeking, the significant facts about government must be presented to the people so simply, so clearly, and so accurately that the people can easily find out what they should know concerning their coöperative undertaking.

Of the many facts of government which the people should know, those relating to the finances and financial operations are, without any question, the most important, for they are inseparably bound up with every activity of government.

How to get these financial facts to the people is a really difficult problem. It is by no means the simple proposition that it at first sight seems to be. Provision must be made for collecting, classifying, recording, and interpreting all the facts, and for selecting and suitably transmitting to the people the most significant of them. The doing of all these things falls within the province of accounting.

Now accounting, particularly governmental accounting, is greatly in need of improvement. Many of the "facts" put forth by governmental accounting are facts in name only. This is very largely due to the lack of a definite terminology—that *sine qua non* of every true science.

One of the commonest words used in connection with the finances of governments—the term "expenditure"—is a striking illustration of the need on the part of govern-

mental accounting to adopt a definite nomenclature.

The frequency and the glibness with which this term is used would seem to indicate that it had a very definite and a very significant meaning. Yet, perhaps, there are but few words in the entire English language that have a more indefinite or a more insignificant meaning than has this word "expenditure." Ample proof of this is to be found on all hands. Controllers' and auditors' reports abound with proof, as do also budgets, the deliberations of legislative bodies, books, pamphlets, magazines and newspapers.

Some use the term as though it were synonymous with "expense"; some use it to mean payments of cash; some to mean purchases of land, materials, supplies, services, etc.; some to mean "expense" plus "capital outlays"; some to mean liabilities incurred; some to mean warrants countersigned by the accounting officer; some to mean charges against particular funds or revenues; some to mean purely prospective purchases, payments, etc. Still others use it to mean all sorts of combinations of these and many other things. In truth, there seems to be no limit to the number of definitions that would be required to express the many ways in which it is used.

Yet with all this, the most emphasized—the most talked of—the most readily received "information" given to the people about the finances of their governments is the "amount of the expenditures."

There is a saying to the effect that "You

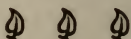


cannot compare ounces and inches.” In the absence of any definite or uniform meaning of the word, to compare expenditures of one period or government with those of some other period or government is but to compare ounces and inches.

**Let us face the situation frankly and do one of two things:**

**1. Make the term “expenditure” mean something definite; or**

**2. Drop it entirely from our vocabulary.**



#### A WORD AS TO THAT \$100 PRIZE.

**T**HE statement has been made that the \$100 prize offered by this Bureau in CITIZENS' BUSINESS No. 318 (June 27) is not large enough to tempt an accountant to try for it by preparing the proprietary balance sheet and the income and expense statement called for.

There is no doubt that the financial return is not a temptation to the avaricious, but we are not excessively afflicted with earthly goods. Moreover, the primary purposes of offering such a prize were:

1. To stimulate study of and interest in the City Controller's annual report, which we consider by all means the most important report published by any Philadelphia department head;
2. To discover latent talent that might eventually be applied to the solution of some of the accounting and financial problems we are studying; and
3. To call attention to the fact, which can readily be verified by anyone familiar with the principles of bookkeeping, that a number of the statements contained in the City Controller's reports are mutually irreconcilable.

Vol. Sci.  
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**COMPLEMENTARY  
TO SAVING**

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[11]

**E**conomy is one of those virtues that needs a companion. In public administration, *service* is its better half.

**E**CONOMY in management is of two types, the old familiar one of saving, cutting down the cost on details in an accepted plan, and the new one which takes a fresh start, examines carefully the ultimate aim to be achieved and then boldly strikes out to reach that point in the shortest length of time and with the least exertion of energy, and consequently at the lowest cost.

The first kind is that of the section boss who carefully saves nails and tools. The second is that of the general superintendent who straightens the road.

Each of these kinds of saving is useful and laudable but it must be apparent that the first kind by itself is wholly inadequate and that there is real danger in the abuse of it. A section boss can become so penurious that the road bed will be allowed to deteriorate and the passengers' lives be endangered, while the second kind of economy is free from that danger because it looks constantly to ultimate results and never loses sight of the larger purposes of the organization. Unless, of course, genuine results are attained, the whole expenditure is wasted and cheese-paring can reduce such total waste only a very small fraction. In public business, waste is as often the fault of spending too little as of spending too much. Waste begins the moment that service is ignored. The world's greatest achievements have been born of the spirit that accomplishment of the object is the first claim, meeting the necessary costs is the very close second. The larger vision would see that desired results were accomplished, the lesser but by no means unimportant part would decide what are the necessary costs.

It is with these two kinds of economy in mind that we must approach expenditures for public education. Results first—a full, well-rounded, adequate

and suitable education for each child; the best is none too good; that is the higher kind of economy. The second kind would look into all the various details of the educational system to make sure that we were getting that best without paying an unnecessarily high price for it.

Now the much-discussed Gary plan of schools is one of these higher kinds of economies. It is primarily a move to get better education. The work-study-play plan was devised originally to make up for the losses in educational opportunities which the child's home life had suffered in the last fifty years. It was planned to keep the child off the street and busy in his school eight hours a day learning the things children used to learn on the farm and in the home where numerous industries were carried on. Mr. Wirt's object was to give the child the three R's, and to give them better than of old, and in addition, to give him physical education, organized play, appreciation of citizenship, vocational training and guidance, culture and a grasp on the realities of life. Mr. Wirt was trying for a more human, better adapted education than the traditional school system affords.

On account of an arbitrary restriction on school revenue, he had to use great ingenuity to get all these advantages for the children out of what would ordinarily be considered an insufficient allowance for school purposes. His method was one of straightening the road.

His devices were so ingenious that they have commanded the admiration of the whole country but unfortunately, in a few instances, there is a tendency to lose sight of the purposes for which the methods were devised. This is, of course, not what is wanted in Philadelphia. If we extend the experiment already begun here, we shall want

the essence, the spirit, the real Gary idea which is richer, more serviceable education, adapted to our special needs—not an imitation of the Gary “system.”

On ways and means to obtain this better education, Mr. Wirt has made these contributions to the science of school administration:

1. That it is the height of folly to continue in the traditional attitude that all school children should be doing the same thing, in the same way and at the same time.
2. That school equipment, like other public utilities, should be subject to multiple use.
3. That the schools should be flexible and adaptable to different types of communities and to the different individual children in a single school. “The standards for each school should be those demanded by the needs of the individual children attending that particular school.”

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“We know now that the city has a heart as well as a body, that it is a spiritual entity as well as a physical organism. We have a long way to go until we reach the ideal city. It lies far ahead, but it is a goal worth striving for—the city of our dreams, a great center of throbbing life, of light and joy, of health and happiness, a city where social justice and the common good are ever the highest objects of human aspiration and hope.”

DR. D. F. GARLAND,  
Director of Welfare,  
City of Dayton, O.

Vol. 322.

## CITIZENS' BUSINESS

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# POLITICS vs. PATRIOTISM



*Nero fiddled* while Rome was burning. While local authorities and politicians quarrel over petty spoils, our boys are dying on the plains of France in the name of democracy. Urgent problems both for today and for the future, are upon us. The daily press deals more or less adequately with the needs of the moment, but there has been almost nothing said about the local problems of the reconstruction period.

*When our boys come marching home* they will be in need of jobs, and lots of them, thousands and thousands of them. Who will give them work? What will happen when the munitions factories and other war industries close down? Some people think we'll muddle through somehow. Some of them even deny the existence of any problem. But as a matter of fact, after every war the problem of reconstruction has been a difficult one. A few generations ago, thousands of veterans of European wars were *hung as vagrants*. More recently other veterans have sold shoe-strings or begged on the street corners. After the Civil War we had free land in the West to give to the soldiers but that has now gone. If we are not to face a disastrous crisis we must make thorough preparations in advance.



***The duty of the cities of America is to plan now*** comprehensive municipal programs of public works to bridge over the critical period of readjustment. The city planners should prepare definite projects, and determine exactly the amounts of labor, material and money that would be needed in each case. Bonds should be issued for this post-war work. Orders and contracts should be prepared to a point where orders can be wired to the manufacturers for pipe, cement, brick, structural steel, etc., on a few days notice. Philadelphia is in a very fortunate position in regard to public works as so many have been suspended for the period of the war. But this is not enough. We should plan to care for double the number of men that have left.

***A complete survey*** should be made of all the local war industries, the suspended or curtailed industries that will renew operation at the end of the war, giving the number of workers that will be affected. New work must be planned, industrial housing, parkways, streets, extensions to the water works, sewers, transportation system, wharves, grade separations.

***Other cities realize the need.*** The Chicago Tribune urges the provision of a committee of reconstruction for that city. The State of Illinois has already prepared a \$60,000,000 bond program for roads to be built after the war. Toledo has a reconstruction program well under way. Rochester, N. Y., has made steps in this direction. The National Municipal League has appointed a committee on reconstruction.

***In the larger national field,*** Secretary of the Interior Lane is working out a huge scheme of land reclamation for the use of returned soldiers. The Council of National Defense and an Advisory Commission appointed by President Wilson have begun an intensive and extensive study of the problems of post-war reconstruction. All of the European countries and Canada have reconstruction commissions at work on elaborate programs.

***The problem is real, vital and urgent.*** It must and shall be solved. This is no time for politics, nor for neglect. In times of crisis, politics is adjourned, as President Wilson says. *Politics is the exact opposite of patriotism.* Will City Hall meet the emergency, or will it go by default?

Prof. Seis

## CITIZENS' BUSINESS

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## A FAIRY TALE

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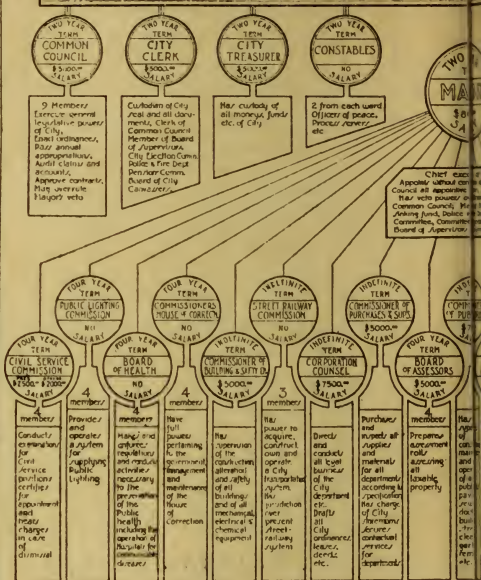
Urbana,

Ill.

¶ The provisions of Detroit's new charter read like a fairy tale to a bred-in-the-bone Philadelphian.

# ORGANIZATION OF THE CITY OF DETROIT UNDER THE NEW CHARTER

## E L E C T

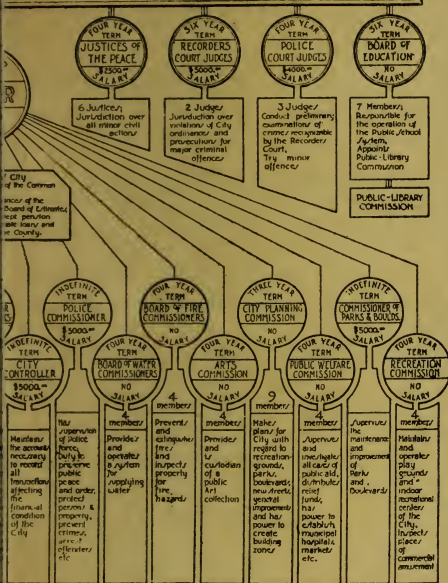


## Detroit Adopts a

By a vote of 32,256 to 4,554, on June 25, 1907, the people of Detroit adopted the following radical changes:

The present board of 42 aldermen will be elected from the city at large and receiving a salary of \$5,000 per annum. They will meet daily as a committee of the whole and a majority will constitute a quorum. All city officials will be chosen at non-partisan elections. The present board of assessors will be retained only for assessments, election of

# CORPORATE



Prepared by Detroit Bureau of Governmental Research, Inc.

## New Charter

Detroit adopted a charter containing the following provisions: The council is superseded by a council of nine members, salaries of \$5,000. The council is required to meet at least once a week in regular evening session. Primaries and elections are to be held on the first Tuesday after the first Monday of May. Ward lines are to be established by the council. Constables, choice of jurors and for voting

purposes. The people have the initiative and referendum on the activities of the council, and the recall on elective officers. The Mayor is made responsible for the appointment of all boards and commissions and all removals except in the case of civil service commissioners. He is solely responsible for the annual city budget, and can pass it over the disapproval of the council unless seven of the nine members vote against him. Buying will be centralized. Modern financial methods are to be adopted for all city departments. Tax statements are to be prepared and mailed in advance so as to be payable by check. A bureau of complaints on public service is to be established. The types and uses of buildings are to be regulated within zones established by the City Plan Commission. The Building, Safety Engineering and Permit Departments are to be centralized, to avoid conflict of authority. The city is allowed to bid on pavement and sewer construction in competition with private concerns, and is permitted to build and operate brick and creosote block plants. There will be a trial board in the Police Department to act in matters concerning departmental discipline, and also a Bureau of Public Safety to enforce traffic ordinances, investigate accidents, etc. A modern welfare commission will be created to build and operate storage warehouses for food stuffs and to work out food problems.

*Cut and Text by Courtesy of the American City*

Pol. Sci.

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# CITIZENS' BUSINESS

TO PROMOTE EFFICIENT AND SCIENTIFIC MANAGEMENT OF MUNICIPAL BUSINESS

Issued weekly by the

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*“ . . . When I became a man, I put away childish things. ”*

*—I Corinthians 13: 11*

University of Illinois Library

Urbana,

1918

¶ Appropriations are as unsuited to the needs of present day governments as nursing bottles are to the needs of adults.



## The Age of Innocence

When we were babies we did baby things. We sat in a high chair. We talked "baby talk." We did a thousand and one things that only babies do. We did these things because our baby natures and our environment limited us to them. As babies grow up from the simple environment of a mother's care to the stern realities of the world, they gradually learn to cast aside childish things and take on adult pursuits.

## Governments Grow Up, Too

From a simple pioneer nation separated from the rest of the world by a month's journey, we have developed a national life of great complexity, and have grown to be a great world power. Our shores are only five days from Europe and our armies are the decisive factor in a great World War.

Our governmental methods ought to change to meet these new conditions. The methods once used by the various units of our government may have suited former times, but we have long out-grown them. To urge the retention of the older practices today, is as absurd as for a grown man to insist on playing with a rattle.

# The Fetich

Yet, strange to say, many of our governmental units have not discarded childish practices. They have clung to the old forms with an almost religious awe.. The hoariness of the devices and the mumbo-jumbo with which they are surrounded, have given them the likeness of the totem-pole.

This is particularly true of governmental financial practices. An excellent example of these venerated devices is that known as ‘‘appropriations.’’ Briefly stated, an appropriation is the setting aside, formally or officially, as by a legislative body, of money or other property for some particular purpose. The term is also used to mean the money or property that has been set aside.

Now, appropriations sprang up as a financial device of governments many, many years ago, at a time when the financial problems of governments—and of individuals, as well—were vastly simpler than they now are. At that time book-keeping, to say nothing of accounting, was hardly worthy of the name. In those days business transactions were infinitesimal compared to the business transactions of to-day. Then cash was the almost sole consideration of governments, as it was of individuals, and there were no democratic governments such as now spread over the world.

It is no wonder, then, that the setting aside of cash to meet the cash needs of the immedi-

ate future seemed to answer the needs of governments. Whether or not appropriations were a suitable device in the past, the fact today is that they are barnacles on the sides and bottoms of the financial ships of our present-day governments. And barnacles, whether they be on sea-going ships or on the ship of state, simply must be removed.

## A Look at Appropriations

Appropriations bear no definite relation to any one of the several elements that tell the financial story. They bear no definite relation to receipts, to disbursements, to liabilities incurred, to property acquired, to expenditures, to revenue, to expense, or to net worth.

The only thing that all appropriations have in common is that they reserve or set aside money or other property for some particular purpose, either specified or implied. In addition to this common characteristic, appropriations have a number of widely dissimilar attributes. As a rule, most appropriations carry with them an authorization, either specified or implied, to someone to pay out the money, or otherwise dispose of the appropriated property, upon the happening or non-happening of some event. And most appropriations carry with them an implied authorization to someone to incur liabilities (purchase materials, supplies, services, etc.)

## Their Diverse Species

Some appropriations set aside money for the payment of liabilities already existent (bonds, notes, accounts payable, etc.). Some set aside money for the payment of liabilities that will accrue without any further action on the part of the government (interest that will accrue on the government's debt, for example). Some set aside money that is actually on hand, whereas others set aside money that is expected to be received in the future. Some set aside money that belongs to the government, whereas others set aside money that the government holds merely as an agent.

Some appropriations virtually create liabilities (e. g., those that set aside money for the payment of what are known as "moral claims"). Some appropriations authorize a mere transfer of money from one fund or pocket of the government to another fund or pocket of the government. Some appropriations authorize the disbursement of money only once; others carry with them the implied authorization to disburse the same money over and over. Some appropriations set aside money that will be used almost immediately; others set aside money that will not be used for months, or, as often happens, for years.

Some appropriations are for the acquisition of property or for the payment of debt; others are for pure expense, for which no permanent or subsequently convertible value is received.

Some appropriations are never used; others are completely used.

Notwithstanding all these and many other differences between appropriations, almost everyone talks of appropriations as though they really told something about the financial situation. And in the case of most governments their accounting systems consist of little more than appropriation accounts. Even the relatively few governments that have adopted accounting systems approaching the standards in use in private industry, speak as though appropriations were really significant in themselves.

## **To Clear Away the Fog**

One of the best things that could happen to governments would be for them to discontinue making appropriations. It would be like a sudden and rapid lifting of a dense fog on the broad ocean. Doing away with appropriations would enable one to see clearly through the great mass of confusing and unimportant details in which governmental finance is now enmeshed, to the big, vital, significant factors that now are almost invisible.

## **A Legislative Attempt**

This was one of the several objects of the budget bill which the Charter Revision Committee introduced in the 1917 session of the Legislature, and which was highly endorsed by

the Philadelphia Chamber of Commerce, the Philadelphia Board of Trade, the Committee of Seventy, this Bureau, and several other organizations.

This bill would have enabled Philadelphia to cease making appropriations and to reap numerous benefits as a result. To take the place of the one thing in appropriations with which the legislative body is really concerned, "authorizations to incur liability" would have been substituted.

## The Ends Sought

In this way, appropriation accounts would have been eliminated; attention would have been called forcibly to the fact that neither the total of a government's appropriations, nor the amount of appropriations used, means anything of consequence; that it is the legislative body's business to limit the amount of liabilities to be incurred, for which cash later will have to be paid; that it is the executive's business to pay liabilities when they fall due; that all cash in the treasury should be available for all cash needs, instead of carrying millions of dollars of appropriated money in bank at a low rate of interest, while borrowing millions more at a much higher rate. Emphasis would by this means have been laid on the facts that the thing that counts most in a government's finances is the relation between revenue and expense, or the increase or decrease in the gov-



ernment's net worth; that the accounting system should focus attention on this really significant thing; and that with this done, many very important improvements and simplifications in the accounts and finances of the government would follow in quick order.

As a result, officials, legislators, and citizens would have usable information concerning the finances of their common undertaking, instead of the confusing, relatively meaningless information that they now receive. Had the bill passed we should now be one step nearer the ideal in our local governmental finance.

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A recent bulletin of the U. S. Bureau of Education quotes a message from France urging the necessity for enhanced educational activity at this time.

The English Committee on Juvenile Education reports: "Any inquiry into education at the present juncture is big with issues of National fate. In the great work of reconstruction which lies ahead . . . education . . . must be our standby."

With these messages on the importance of education in mind, all true patriots will be overjoyed when the Philadelphia School Board announces the appointment of some noted educator to begin work at once on the long-awaited school survey.



Pol. Sci

## CITIZENS' BUSINESS

TO PROMOTE EFFICIENT AND SCIENTIFIC MANAGEMENT OF MUNICIPAL BUSINESS

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# Paying Wages by Guess Work

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Urbana,

Ill

¶ The City of Philadelphia cannot afford to pay less than a living wage—But WHAT is a Living Wage?

## The Problem

Very soon the city government will again be face to face with the problem of salaries and wages. It will be a more serious problem than it has been for many years. The demands for increases will be greater and more insistent than ever before. The actual needs of various groups of workers will require more conscientious attention than they have at any time in the past.

How will the city government meet this problem ?

## A Neglected Opportunity

If the city service had been standardized, the problem would have been simpler, but this has not been done, and, in the short time remaining, cannot be done, even if the responsible city officials were disposed to undertake the task. The publicly announced intention of the present administration early in 1916 has not been carried out, and a great opportunity has thus been neglected.

## Shall the City Pay a Living Wage ?

It may be assumed, of course, that not all requests for increases can be granted in full.

Where, then, shall the line be drawn ? In case of the higher salaried employes this be-

comes largely a question of expediency, but in case of those who are at the bottom of the income scale it involves a vital and fundamental issue. That issue is, Shall the city pay a living wage ?

## By All Means,—But—

It is difficult to conceive that the citizens of Philadelphia should consciously approve of paying less than a living wage. Neither is it likely that any of their elected representatives would consciously vote for less than such a wage. In the abstract, we may expect practical unanimity on this issue.

## What is a Living Wage ?

But let a concrete proposal be made, and this unanimity is at an end. The question then becomes : What is a living wage ? On this men will hold widely differing views. They will have in mind different standards of living, and they will be unable to agree on the cost of any given standard unless they have the facts.

## Our Cost of Living Study

It is right here that the Bureau of Municipal Research may hope to contribute something to the solution of this problem. During the last year we have been engaged on a cost of living inquiry with the specific purpose of providing a basis for readily adjusting wages to

changing price levels. In the course of this inquiry our investigators have interviewed about 390 workingmen's families in Philadelphia and have obtained reliable detailed estimates and records of expenditures from about 250 families. This first hand information is now being analyzed and the entire study will be completed within the next three months.

## How it May Help to Solve the Problem

We cannot, of course, reconcile fundamental differences of opinion as to standards of living, but, as the result of this study, we expect to furnish facts regarding the cost of a standard that we consider fair. We expect to show in detail the actual goods and services that are necessary to maintain such a standard and also the present cost of these goods and services. This ought not only to be a help to the city officials upon whom the responsibility for proper wage rates will rest, but it ought also to crystalize in a measure the thinking of our citizens on the vital question of a living wage.

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The daily papers lately have told us of the great shortage of funds with which to build the sorely-needed new school buildings. The optimist will suggest that the approaching school survey may disclose such leaks that their stoppage would provide part of the necessary funds.

Pol. Sci.

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**Underpinnings**  
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"It is upon these younger students, upon their number and the character of their training, that the efficiency of the country depends, not only in war-time, but what is more important, in the long peace after the war."  
—Philadelphia Public Ledger.

## Cheese Will Win the War !

The refreshing number of commodities and panaceas that slogan-shouters assure us will "win the war," may serve a significant purpose after all. We are suspicious and resentful of the thinly-disguised advertising devices of profiteers and patriots-for-revenue, and of the attempts of faddists to "use the war as a stalking-horse behind which to advance their pet schemes." But the bare multiplicity of these "———will win the war" slogans is good for us if it helps us to grasp the fact that no one thing will win the war.

It is time we realized this, for each of us, in pursuing some one particular pet antidote for Kultur, is more than likely to forget the importance of what other folks are doing. Since it is fairly easy to see obvious things, the result is that most people are spending all their energy on the obvious things of the war and neglecting or even discrediting other things which are the very underpinnings of society.

## Midsummer Oratory

On Fourth of July and Commencement Day we are in the habit of agreeing that education and our school system are nothing short of the foundation itself on which civilization rests. But in war-time, when patriotism is stripped of oratorical veneer and shown up for what it really amounts to, we not only are caught facing our usual situation of obsolescent and unrepaired buildings, insufficient salaries, and part-time schedules, but we are confronted with unusual demands on our normal facilities and disquieting symptoms of retreat from even our normal stand.

## The School Situation in the City of Homes

In Philadelphia, we closed the last school year with 18,000 pupils still on part-time, and something like 1,500 classrooms in use which the Department of Public Health and Charities had branded as in-



sanitary or undesirable for use. During the summer, an unprecedented inflow of families has brought the city many additional thousands of children to be taken care of. In the Fortieth Ward, for example, the press recently commented that 1,000 new homes were to be built for shipyard workers—while in the neighborhood there was only one school and that on part-time. The fall will see a considerable depletion of the teaching force. Not only have war and war industries sapped the sources from which the annual classes of new teachers come, but the ranks of present teachers are being uncomfortably drained by war and higher wages. And there have been all sorts of proposals, official and unofficial, to shorten school day, or school term, or both; including the State Fuel Administration's proposal to reduce the schools fuel allotment one-third and make it go 'round by cutting down the term—in other words, cutting down education to help win the war!

## Consolation (?)

Now, raids on the schools in war-time are not peculiar to Philadelphia. England had the same trouble. "At the beginning of the war," says Mr. H. A. L. Fisher, President of the English Board of Education, "a raid was made upon the schools, a great raid, a successful raid, a raid started by a large body of unreflecting opinion. The result . . . has been that hundreds of thousands of children in this country have been prematurely withdrawn from school, and have suffered an irreparable damage, a damage which it will be quite impossible for us hereafter adequately to repair." American colleges have suffered the same way. Fifty per cent. of our college and university men are in service, revenue has fallen away, and in many institutions whole departments are practically closed, students being unable to take courses because the entire departmental faculty has rushed head over heels into "war work."

But this is poor consolation for Philadelphia. There is no time for crocodile tears. Educated men



are in immediate demand by the War Department and every other department of the Federal Government; and the need for educated leadership and trained rank and file in the reconstruction period that is coming after the war—when, as the English committee on juvenile education reminds us, “there are aims to be set before us which will try, no less searchingly than war itself, the temper and enduring qualities of our race”—will be more pressing than any need we have ever faced in our lives.

## Strayed or Stolen—One School Survey

Under the circumstances, one might expect that our school system, like any other fighting department of our government, would take inventory of its resources and put them in order for the task of getting the most work done with the resources at hand. That is what American colleges are doing, and it is that action which is making possible the concerted drive now on in the West to encourage young men and women to come to college, who might not ordinarily come—and so keep the supply of trained leaders from failing. But in Philadelphia, the school survey, which will tell us what we can do to our school system to bring it up to its level of maximum production, has not even been started. With that done, Philadelphia too, might in good conscience start a real drive to keep children from leaving the upper grades and the high schools for “war work” in which for a period of doubtful production, they run risk of sacrificing their own and their country’s future.

The public official whose feet are heavy in an emergency is just about as useful to his country as he would be if he carried the War Department’s files to Berlin and tried to sell them to the Kaiser.

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Our Cost-of-Living Inquiry has aroused interest in all quarters of the country. The report is now nearing completion—watch for it.

*PolSci*

## CITIZENS' BUSINESS

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**“What are you going  
to do about it?”**

University of Illinois Library,

Urbana,

Ill.

When public affairs go wrong, it does not always happen that the individual can take immediate personal steps to remedy the situation.

## Philadelphia's Big Sieve

We do not hear much about sieves these days. Flour is on its way to the Soissons front, instead of loafing around Friend Wife's kitchen, and sieves in general are crowding into the class of non-essentials.

But the Chief of the Water Bureau, looking over Philadelphia from the seventh floor of City Hall, tells us he sees a sieve with 2,000,000 holes.

He is talking about the waterworks. There are 2,000,000 openings fed by the Philadelphia waterworks—faucets, toilet fixtures, and other connections through which water is used—and *wasted*. Because a leak this (.) size may waste two thousand *barrels* a year!

Two million openings to the waterworks; and, by coincidence, approximately 2,000,000 people in Philadelphia—an opening for every man, woman and child in Philadelphia county, and a corresponding opportunity for every man, woman and child to save precious water.

## This is no Forest of Arden

Water doesn't bubble out of the rocks any more. Not in cities. The water that flows under your prodigal twist of the spigot has to be pumped, filtered and stored. Every drop of it represents an item of coal cost, when every pound of coal is needed in ship's bunkers and home cellars; and an item of labor cost, when every ounce of man-power is needed in France or in essential activities at home. And city water differs from the spring on the old homestead in another particular: it is not inexhaustible. The number of gallons you can *use* a day is strictly limited by the number of gallons you can *pump* and *filter*. Philadelphia's 300,000,000-gallons-a-day water system is now compelled to furnish a 330,000,000-gallons-a-day output, *without any let-up*.

No chance for a main to rest or a pump or filter-section to be cut out of service for overhauling and repair.

## Coal for 2,500 Cellars

The Chief figures that 60,000,000 gallons of this daily consumption are wasted. Twenty-five thousand tons of coal a year, to pump wasted water! If the demand for water were normal, just the saving of wasted water might mean the gain of winter's coal for 2,500 homes. But the need is worse even than that. Saving is imperative not merely that cellars may have coal, but that munition plants and war industries may have water that now they cannot get. Even with the water system carrying a constant 10 per cent. overload, Philadelphia's essential war industries are clamoring for a supply of water 20 per cent. larger than the utmost it is now possible to give them.

## Hooverize

If often happens, when things go wrong in a municipality, that the bulk of us have to sit back and fume in impotence. But not this time. We do not have to wait until the November elections. The Food Administration has taught us the tremendous potential of concerted small savings. Remember that the waterworks has one potential leak for each one of us. Your job is to plug *yours* up. It may mean a new washer. It may mean getting that "fine lawn" effect with a close-set lawn mower instead of a garden hose. If you are a landlord, it may mean an interview with the plumber, and the installation of patriotic plumbing fixtures—especially if you are one of the landlords who has "boosted" rents. Whatever it means, *do it*, and start doing it *now*.

## The Biggest Hole is at the Top

Sieves are like socks. The biggest hole is at the top. The fact that water conservation is an imperative, essential, root-hog-or-die necessity doesn't relieve City Hall of any responsibility. Appropriate legislation for compulsory universal metering ought to be enacted the first day Councils meet, and the work put under way just as rapidly as the Government war program will allow the city to get meters and men to install them. Water rebates should pass into history. The Water Bureau's last annual recommendations, and the proposal for express mains from Torresdale and Lardner's Point to Callowhill street, should be promoted from their resting-places in the Public Works offices, expanded, if need be, into a complete waterworks program that will take care of all our needs, and put relentlessly up to the public for action. And the unfilled need for wading-pools, that has resulted in the midsummer opening of fireplugs growing into a pernicious and deep-rooted habit, suggests work for the Board of Recreation that might enable it to get desirable headlines in the newspapers.

Unless these things are done, appeals for individual saving of water may do but little good. American civilians, like American soldiers, like to be *led* into action.

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It is announced that the Emergency Fleet Corporation is about to standardize the employments under its control. In this connection, it is of interest that Philadelphia's municipal standardization program was postponed "on account of the war."

PolSci

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## Brotherly Love?

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"Social welfare ranks in the same category with the protection of property from fire. . . ."

—Charles Zueblin.



## **A Red Indian**

Says Carlyle, "A red Indian on the banks of Lake Winnipeg cannot quarrel with his squaw but the whole world must suffer, for will not the price of beaver rise?"

Which is a good illustration of the interrelation of all things on the face of the earth.

Here's another:

A few years ago nobody would have thought that the form of government of the German Empire would be of interest to a bare-legged boy in Kalamazoo; yet today that same boy and thousands like him are leaving their homes to fight and die, because of that government.

## **Keep the Home Fires Burning**

There are still some people who do not realize that a sick baby, a poverty-stricken mother, or a corrupt mayor in Podunk may lose the war in France. But our allies have long recognized the necessity for enhanced home activity. The ruined villages of France are being rebuilt right behind the battle lines. The school systems of France and England are being thoroughly rejuvenated. Women and children are being cared for.

For every sick baby there is an anxious



father at the front, and anxious fathers do not make good soldiers.

## **American Spirit**

Washington knows this and has organized the Department of Civilian Relief of the Red Cross. Their only care is for civilian families, mostly of soldiers and sailors.

Liberty Theatres, War Camp Community Service, Liberty Sings, all testify to the importance of spirit. It is quite as important as the soldier's equipment.

## **Up Against It**

Home charities and welfare agencies of Philadelphia are having a hard time. Their difficulties and expenses have been greatly increased by the war. The need for their work is greater than ever before. They are contributing very directly to the best purposes of the nation, yet their support has been greatly reduced because of the war.

## **Myopia**

In so far as Philadelphia givers permit home welfare agencies to suffer, just so far are they out of touch with the best patriotic thought of today. A general strike of home welfare agencies would take a very short time to demonstrate the vital character of the work they perform.

## **Charity Begins at Home**

There was once a pilgrim whose eyes were so dazzled by the distant gleaming vision ahead of him that he failed to see the stones on his path. So he stumbled and fell into a chasm. One of our war posters is entitled "To Make the World a Decent Place to Live In." That is the biggest job we ever undertook—so big that nobody can afford to stumble.

Too many people seem so absorbed in their world-wide tasks that they are neglecting home needs. Maybe they merely need bifocals.

Philadelphia givers **MUST** rejuvenate the home welfare agencies, and make the city of Brotherly Love an inspiration to the country and to the boys over there. It is to be hoped that they will awaken to this situation.

---

Stopping water waste is, like buying Liberty Bonds, a combination of patriotic duty and business foresight. It prevents the slowing down of war industries just at the war's crisis. And it turns water, that now runs into the sewer without producing any revenue, into a commodity for which government and war industry plants are anxious to pay full price.

*Polski*

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# **A Square Deal**

SEP 14 1918

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Urbana,

ILL

**Equal needs should be equally met even though unequally presented.**

## What We All Know

There is probably not a citizen in Philadelphia who doesn't know that the policemen need more pay, that the firemen need more pay and that the Bureau of Water employes need more pay. Almost daily the needs of these groups of city workers are played up in bold headlines in our newspapers so that he who runs may read. A recent press item, in commenting on the Mayor's promise to increase municipal salaries, runs as follows:

"It was taken to apply to the 1300 firemen and 3500 policemen, 1500 Water Bureau men and employes in general."

Of course, "in general" covers every one else in the city service, so that no one has been overlooked. It remains a fact, however, that firemen, policemen and Water Bureau employes got far better advertising than, for example, the workers in the Bureau of Highways, or those in the Department of Public Health and Charities, or those in Wharves, Docks and Ferries, who were compelled to sail under the "in general" label.

## Publicity and a Square Deal

Perhaps no one ought to complain about lack of newspaper publicity, provided he receives a square deal in other respects. But right there is the rub. The people's representatives in Councils must be governed very largely by the wishes of their constituents, and it is much easier to vote an increase in salary that the public under-

stands and approves than to appropriate the taxpayer's money for increases that are not so well understood.

## **The Secret of Publicity**

Now, what is the secret of the wide publicity secured by the firemen, policemen and Water Bureau employes? They are, to be sure, rendering services that are indispensable. But so are the nurses in our city hospitals, the inspectors of our food, the repairers of our streets and a host of other workers, who are carrying on the essential activities of our city government.

Doesn't this secret lie, after all, in the fact that the three first mentioned groups are organized and thus have a medium for communicating their needs to the general public, and the other groups, being unorganized, have no such medium? The employes of the Bureau of Water have their "Mutual Beneficial and Protective Association"; the policemen have their "Patrolmen's Benevolent and Protective Association," and the firemen have their local unit of the American Federation of Labor. The only charge that can be brought against any of these three organizations thus far is that they have endeavored to make the citizens of Philadelphia acquainted with their conditions of employment, and this deserves more properly to be called a public service.

## **The Citizen's Duty**

The fact that confronts us at this juncture, however, is that not all groups of em-

ployes are having their needs equally presented. The general public should realize this and act accordingly. If a councilman insists upon the same treatment of obscure groups that he is ready to accord to groups whose needs are well known, he should be supported and not reproved.

## **HCL is Like Rain. It Falls on Every-body**

Let it be remembered that the soaring cost of living has brought hardship to all classes of workers whose compensation has not been substantially increased during the very recent past. No one group can claim a monopoly of the hardship. It may well be that the funds needed must be made available by drastic action, but once they are at hand their distribution should be made in fairness to all employes, regardless of the manner in which their needs were brought before the public.

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The parade of the wounded soldiers last week suggests the problem that will arise when thousands of these boys return home. A hearty welcome is splendid, but is not enough. They must have work. Other cities are planning *now* to help the government *then*. What is Philadelphia doing?

Sci,

# CITIZENS' BUSINESS

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# WHAT AND WHY

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Urbana,  
Ill.

130 September 19, 1918

Reminding you that the Bureau of Municipal  
Research needs funds to carry on its campaign for  
efficient democracy here at home.



## All Gaul

All the activity of the nation is divided in two parts—essential and non-essential.

If we felt that the Bureau of Municipal Research were non-essential, we would all quit day and start building ships. It would be n if we could close up the office; if we could p away all thought of our work as the lawyers ha done, and the college professors, and the boys Oxford, and Harvard and Penn, and put o hand to the sterner job—until it's "over" ov there, and over *here*, and the world *is* safe f democracy.

But the obstructive forces of inefficient partisanry, log-rolling and waste have not a journed.

The water works still operates under hazarous conditions. The school system still suffer from over-strain. County offices and other appointments are still the spoils of victory. Public officials still refuse public investigators the right of access to *public* records of *public* finance. The charter movement still sleeps while the this city of America maintains an unwieldly, double-chambered, ineffective legislative body that, like Baal of the Canaanites, takes a vacation all summer. And if anybody is doing any serio

amount of constructive planning for the city's development after the war, *or even its rational progress during war days*, it is being done in such breathless silence that not even a military intelligence officer could discover it.

The Bureau of Municipal Research was organized ten years ago because there was waste in City Hall. Today, when waste is *treason*, when every cent of public funds is needed to carry on the war, when every political intrigue is a stab in the back of fighting democracy, the Bureau of Municipal Research does not *dare to quit*.

### What Are We, Anyway ?

The Bureau of Municipal Research has its staff of accountants, civil service specialists, statisticians, and engineers. They get the FACTS about public finance, civil service, salary standardization, organization of departments, public health, housing, and education. This staff is backed by a board of twenty-five men and women whose civic spirit and progressiveness are well known, and to that board the staff is responsible. The Bureau of Municipal Research is absolutely non-partisan and impersonal in its attitude, and never plays politics or favorites. The support is entirely by the voluntary contributions of hundreds of forward-looking Philadelphians.

We need more of this support.

## But What Has This To Do with Winnie the War ?

The United States had practically to commandeer the Philadelphia police department in order to protect our soldiers and sailors from vice.

Philadelphia's backwardness in housing plans has caused the government to withhold war orders that could have been placed to greater advantage with Philadelphia firms.

Better examples of the close relation between home democracy, or the lack of it, and our struggle for democracy "over there," could not be found. Do we dare tolerate conditions in Philadelphia that directly handicap war plans?

## What Are We Doing ?

The Bureau of Municipal Research submits this thumb-nail report of its current activities and accomplishments:

*Comprehensive financial program.* No city can succeed as a city without sound financing. A wisely planned non-partisan financial program is a necessity. Our accounting department is working on a comprehensive financial plan for Philadelphia, made solely in the interest of the citizen and based on the fruits of several years of financial analysis. When the time comes for action we can supply the needed facts.

*Standardization of salaries.* Standardization made "Ford" a household word, and helped

rsoll make the dollar famous. Standardization of ships is bridging the ocean. Standardization of air-plane parts will darken the skies of Maryland. The principle of standardization is the greatest power in production. When the Emergency Fleet Corporation opened their work they began by standardizing the salaries of their employees and working out a logical, consistent organization scheme. But in City Hall, employees bearing the same title draw \$780 in one department and \$1500 in a neighboring department, without a shred of attempt in either case to give the title a definite meaning, in terms of duties, that would enable an appropriating body to judge whether either salary is too high or too low.

The Bureau of Municipal Research has produced and presented a program of salary standardization. When put into effect, it will help reduce taxes, increase service, increase salaries of useful employees, cut out dead lumber, and encourage employees by chances of logical advancement.

*Housing.* We are actively helping to solve the local housing question, and have been working in close co-operation with the Philadelphia Housing Association and the Department of Public Health and Charities in increasing the efficiency of the housing work of that Department.

*Cost of living.* In standardizing salaries it is necessary to take into consideration the cost of

living, and our study of salary standardization brought us to the necessity of determining the cost. We have spent a year in securing and analyzing the household budgets of about three hundred representative Philadelphia families. Our report, to be published within the next two months, is being prepared, not in terms of dollars and cents, which immediately become valueless with changing prices, but *in terms of the goods and services used by the family*, which can be adapted to any changing price level.

Interest already manifested in this report not only local but national. The federal government is keenly interested in the subject in general and the Department of Labor is trying to get just such information. Concerning our study, Mr. J. L. Jacobs, pioneer in standardizing public employment, formerly engaged with the War Labor Policies Board in developing uniform methods of wage adjustment, and now with the Emergency Fleet Corporation, writes us:

"The work you are doing will be of great value to federal departments and agencies now engaged in war work. I urge that your study be completed with all possible expedition so that same may be brought immediately to the attention of the proper government officials."

Our data have already been used by the War Department in effecting a strike settlement in Kensington.

*War information booth.* We are operating a War Information Booth in the City Hall Court-  
rd that answers over one hundred inquiries  
ly. Probably you have seen it, and possibly it  
s helped you with some difficulty. Step in, the  
xt time you pass that way.

*Man power survey.* The Bureau of Municipal  
search made, during July, a rapid man-power  
vey of all the workers in city, county, state  
d national civilian service in Philadelphia. This  
s done for the United States Employment Ser-  
e, in connection with the work-or-fight order.

*Survey of Americanization activities.* We  
ide a survey of the local Americanization activ-  
es in connection with the Carnegie Founda-  
n's national survey of Americanization work.

*Civics text book.* Incidentally, we have just  
mpleted several chapters and charts for a civic  
xt book, soon to be published locally and to be  
ed by Philadelphia's public school children in  
tting a firm foundation in American tradition  
d politics.

*Reconstruction.* The problems of reconstruc-  
on, and of the restoration of the returned sol-  
ers to normal life, are tremendous and difficult.  
ne Department of the Interior and the Council  
National Defense are working on them. We  
ve offered our services to both these organiza-  
ons, and are planning a very material contri-  
ution of our resources to the planning that must



be done. CITIZENS' BUSINESS, No. 322, contained, we believe, the first statement regarding the local issues of reconstruction.

## Citizens' Business

That reminds us. We want you to know CITIZENS' BUSINESS. That is why we are sending you this acquaintance number. It is out today in a new form, and we expect to have plenty of live comments to make on local affairs every week. If you like our story, send us a check. We need money particularly this year.

## The Hill Horse

Do you remember the day of the horse-car? Do you remember the hill horse? When the car reached the foot of a steep grade, a man came out of a little shed by the track-side and hitched on the hill horse, an extra horse that helped the regular team pull the car over the grade.

The Bureau of Municipal Research has come to the foot of a steep hill that it has never had to climb before. We didn't put the hill there. Neither did you. William Hohenzollern put it there; and knowing what you think of him, you are confident that YOU will

——*hitch on the hill horse*

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Fifty cents will bring you CITIZENS' BUSINESS for a year

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**"All will agree, no doubt, that the most important factor in the elimination of waste is complete meterage."**

**—Article on Water Waste Elimination, in current issue of the Journal of the American Water Works Association**



l. Sci.

# CITIZENS' BUSINESS

BUREAU OF MUNICIPAL RESEARCH

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OCT 3 1918

## METER MATTERS

METERS MATTER

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September 26, 1918



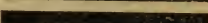

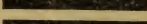
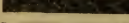




*Twenty-five thousand tons of coal a year  
pump wasted water!*

## One of the Big Wasters

Philadelphia is one of the worst of the American cities in her enormous wastage of drinking water as is evidenced by the table below. Contrast Philadelphia's 182 gallons with the 65 gallons used by Providence. Yet it cannot be claimed that Providence people suffer for lack of water. The most important reason for the difference is that Providence metered 65 per cent of her supply, while ours was only 8 per cent metered.

### WATER CONSUMPTION IN AMERICAN CITIES IN 1916

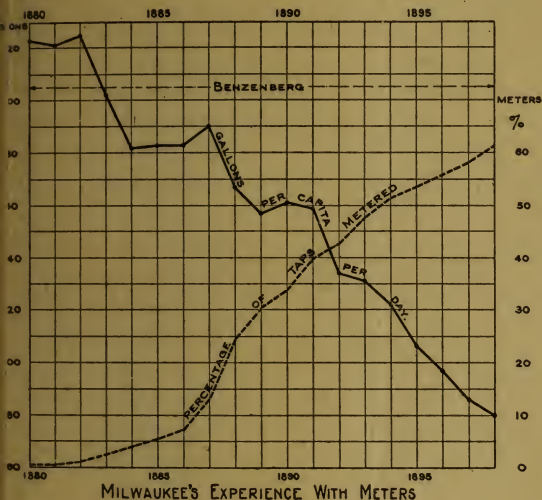
In gallons per capita per day.

Chicago	226	
Detroit	189	
Philadelphia	182	
Cincinnati	130	
St. Louis	128	
Cleveland	118	
Boston	111	
Milwaukee	110	
New York	102	
Providence	65	

## Meters Give Prompt Relief

While Philadelphia's use and waste of water has been steadily mounting skyward, from 72 daily gallons per capita in 1885 to the present 182 gallons per capita, other cities have been cutting down their waste. There are any number of striking examples of water saving due to the use

meters; for example, Cleveland, Petersburg, Providence and Oak Park. The effect of meters on water waste in Milwaukee is a good example. Notice that as the percentage of meters increased, the gallons per capita went down. Cause and effect could hardly be better illustrated.



## More Water, Not Less

While the use of meters cuts down the per capita use of water, the experience of other cities has been that people are *not* curtailed in their legitimate use of water, but have even *more* water for such use. Only about one-fifth of the people are big wasters. Metering would restrain this waste and thereby increase the quantity that

would be available for families, for office buildings, and for factories. The objection that metering would reduce normal water use and cause dirtiness and ill health, has been found false in other cities.

## The Old, Old Gags

The countless theoretical objections to metering that are advanced locally today are the same old ones that were disposed of years ago in other cities. *The best answer to such objections is that they are never heard in cities where meters are largely used.* Meters are only opposed where they are unknown.

## Councils' Patriotic Duty

Let Councils not be led astray by the calamity howlers, but let them seek the well-nigh universal opinion of other cities and of the engineering profession. A most cursory examination would convince them of their patriotic duty to legislate for universal compulsory metering. At the time of going to press, it begins to look as though the government might interfere just as they did in the vice situation, and order meters installed as a fuel saving necessity. Could a better spur to the patriotism of Councils be applied?

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“Complexity of government is the refuge of the scoundrel. Simplicity, plus publicity, is what he most fears.”

—*The Civic Searchlight.*

L. Sci.,

# CITIZENS' BUSINESS

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R.D.

# YANKS?

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Ill

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October 3, 1918

*"The provision of opportunities for all aliens who  
yally desire to become Americanized as to language,  
tizenship and cooperation. This is Americaniza-  
on"—National Americanization Committee.*

## **Americanization a War Measure**

The failure of foreigners to understand commands in the cantonments and the difficulties countered by Liberty Loan campaigners in foreign districts of our cities, have awakened us to our failure to assimilate the foreigners. It does not require the urgings of the Council of National Defense to convince us that Americanization is an activity of prime importance.

## **Local Activities Too Limited**

For several years certain phases of Americanization work have been carried on in Philadelphia by settlements, civic organizations, and interested individuals. The Board of Public Education is increasing the usefulness of the evening schools by the introduction of social evening community sings, and educational motion pictures. Excellent work has been done in certain communities, but there has been no city-wide co-ordination of this work.

## **A Step in the Right Direction**

The plan of co-ordination and the stimulation of other organizations and individuals has been begun by the Pennsylvania Council of National Defense. The sympathetic understanding and determination shown at the recent Americanization



on meeting of the Pennsylvania Council gives promise of not only a city-wide but a state-wide Americanization movement.

## **Father Penn's Family Duties**

The responsibility rests not only with the Council of National Defense but with the City of Philadelphia and its citizens. The city must supply clean, well-lighted buildings. Garbage and rubbish must be removed regularly instead of occasionally. Parks, playgrounds, wading pools and other recreational facilities must be provided in all residential sections of the city. Before expecting the foreign woman to be an immaculate housekeeper, the city must give her a standard, therefore clean streets and decent, sanitary, housing conditions are vital.

## **Are Americans Snobs?**

The individual's responsibility consists of helping all the organizations at work, of insisting that the city does its share, and of trying to understand the ideals of Tony and Mike. Tony as his Michael Angelo, Petrarch, and Dante. Every one of our foreign neighbors has his national literature and art. Stop thinking of all non-English people as "damn dagoes and hunkies." They are human beings with human hearts and brains. They can teach us something as well as learn something from us.



## Friends and Neighbors

Neighborliness is far more potent than compulsion. The key to understanding the foreign born is the keen *desire* to understand and to help him. It doesn't cost anything to say "Good morning" to the Italian fruit vendor or the Greek bootblack on your corner. You might help to make a Yank of him.

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### STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED BY THE ACT OF CONGRESS OF AUGUST 24, 1912.

Of *CITIZENS' BUSINESS*, published weekly at Philadelphia, Pennsylvania, for October 1, 1918.

County of Philadelphia }  
State of Pennsylvania } ss.

Before me, a Notary Public in and for the State and county aforesaid, personally appeared William C. Beyer, who, having been duly sworn according to law, deposes and says that he is the acting editor of the *CITIZENS' BUSINESS* and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation), etc., of the aforesaid publication on the date shown in the above caption, required by the Act of August 24, 1912, embodied in section 443, Postal Laws and Regulations, \* \* \* \* to wit:

1. That the names and addresses of the publisher, editing, managing editor, and business managers are:

Name of—	Post office address—
Publisher, Bureau of Municipal Research	Philadelphia
Acting Editor, William C. Beyer.	
Managing Editor, None	
Business Managers, None.	

2. That the owners are: (Give names and addresses of individual owners, or, if a corporation, give its name and the names and addresses of stockholders owning or holding 1 per cent or more of the total amount of stock.)

Bureau of Municipal Research, Inc., No capital stock

3. That the known bondholders, mortgagees, and other security holders owning or holding 1 per cent or more of total amount of bonds, mortgages, or other securities are: (If there are none, so state.)

None.

(Signed) William C. Beyer.

Sworn to and subscribed before me this 20th day of September, 1918.

(Signed) Martha H. Quinn.

[SEAL]

My commission expires January 16, 1919

P. Sci.

# CITIZENS' BUSINESS

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FATHER PENN,  
UNCLE SAM IS CALLING YOU

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Urbana,

333

October 10, 1918

*If you had ten million dollars in cash,  
would you lend it to Uncle Sam?*

## Father Penn's Loose Change

The City of Philadelphia now has a cash balance, excluding sinking fund money, of approximately \$15,000,000.\* This money is earning, on deposit only  $2\frac{1}{2}$  per cent.

## Uncle Sam Needs Cash

Every one knows that the United States Government needs money. The Fourth Liberty Loan campaign has brought that keenly home. The Government needs money more than it needs anything else, except men.

Presumably, too, the readers of CITIZEN'S BUSINESS know that the United States Government issues short-term interest-bearing securities called certificates of indebtedness. Liberty Bond issues are floated only two or three times a year. The Government needs money *immediately* and *continuously* between bond issues all between installment dates. To get this money, the Government issues certificates of indebtedness, usually maturing within three or four months, and redeems them when money comes in from the bond sales.

## More Revenue, and the Tax Rate

Every one knows Philadelphia's increased need for revenue. Goods that the city uses are mounting in cost. Wage increases are imperative, city employees are to keep up with living costs or if employees are to be kept from accepting better offers from other employers. In spite of sentiment to the contrary, there is discussion of raising the tax rate. Certainly the city must use every possible means to increase its income from other sources.

\*\$15,582,869.66. on October 2, 1918.

## Dollars Can Fight as They Earn—More

The investment of as much as possible of the city's money in U. S. certificates of indebtedness will serve two thoroughly desirable purposes:

1. It will furnish money to the Government in an hour of pressing need, when making available a loan of millions of dollars is a patriotic act of high order.

2. It will add to the city's revenue. Money on deposit earns  $2\frac{1}{2}$  per cent. Money invested in certificates of indebtedness earns  $4\frac{1}{2}$  per cent. Two additional per cent on ten million dollars an additional income of *sixteen thousand dollars a month*—an item not to be sneezed at—to go into the city treasury to help reduce your tax bill.

With fifteen million dollars on deposit, the equivalent of ten million could easily be kept in certificates of indebtedness for three or four months. It is extremely unlikely that the city's balance will at any time fall below three million dollars. Averaged over a year, the equivalent of five million dollars can be kept invested continuously in these short-term securities; with an *increased annual income to the city* of \$100,000. If additional city loans are floated, the funds from their sale, pending disbursement, will bring this average much higher. With careful management and judicious selection of maturity dates, *all but a million dollars of the city's ready cash could be kept invested in these short-term securities, earning  $4\frac{1}{2}$  per cent.; and the promise-to-pay of the United States Government is the best security in the world.*

## Foresight

Anticipating such a situation, an ordinance was introduced in Councils last March by the Chairman of the Finance Committee, providing machinery for the investment of the city's idle funds in U. S. certificates of indebtedness or other short-term U. S. securities. The ordinance was passed unanimously by Councils and approved by the Mayor, April 30, 1918.

The ordinance "authorizes and directs" a standing committee, already existing, consisting of the Mayor, the City Controller and the City Treasurer, to make and manage the investment and safeguards the administration of the investment with unusual care. There is no danger of tying up city funds, furthermore, because certificates of indebtedness run only a few months at the most, and are saleable at any time, at principal and accrued interest, in case cash is needed before maturity.

## Time for Action

When the ordinance was passed, city deposits were abnormally low. Now, however, when the city has millions of comparatively idle dollars and is in sore need of greater revenue, and the United States is ready to almost double the city income on these dollars for the privilege of using them—the Bureau of Municipal Research urges prompt and full action.

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***Urgent Local Need No. 1: A prompt start on the long-promised school survey. What is holding back?***

Pol. Sci.

# CITIZENS' BUSINESS

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**PATRIOTISM— $4\frac{1}{2}\%$**

**APATHY— $2\frac{1}{2}\%$**

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. 334 **OCT 30 1918**

**October 17, 1918**

Mr. Mayor  
Mr. City Treasurer  
Mr. City Controller

Philadelphia has millions of  
dollars. Will it help the  
Government—at a good profit?



## **A Patriotic Proposal**

In last week's issue of Citizen's Business it was proposed that action be taken under an existing ordinance, which would provide an immediate loan of fourteen million dollars to the United States Government, and which would give an increased income to the city of one hundred thousand dollars during 1919.

Coming in the midst of the Liberty Loan campaign, with the necessity of lending every available penny forced upon us at every turn, and coming at a time when the city officials are at their wit's ends to increase the city's income without raising the tax rate, there was every reason to expect that the proposal would be welcomed with enthusiasm by the public, by the press, by the Liberty Loan Committees, and by the city officials.

## **Its Reception—Why?**

Instead of that—apathy.

Can it be that fourteen million dollars is too small to bother about? Can it be that Philadelphia prefers to have its tax rate raised rather than develop new sources of revenue? Can it be that Philadelphia's financial administration is so far behind the efficiency of private finance that it is content to let fourteen million dollars draw mere bank interest?



## **he Situation—In a Nut-Shell**

The Mayor, the City Treasurer, and the City Controller comprise a committee which was authorized by an ordinance sponsored by the chairman of the Finance Committee, unanimously passed by Councils, and approved April 30, 1918, to invest as much of the city's money as can safely be spared, in certificates of indebtedness of the United States Government.

These certificates pay  $4\frac{1}{2}$  per cent. interest. They are the safest of all investments. They can be converted into cash practically on demand, without loss of either principal or interest.

## **fourteen Million Slackers**

The City of Philadelphia now has about fifteen million dollars on deposit, earning only  $2\frac{1}{2}$  per cent. Disbursement needs throughout the year will gradually reduce this balance, but it will probably never drop below three million dollars.

The City Controller knows, or ought to know, the weekly disbursement needs of the city for three months in advance. To be thoroughly conservative, there would be no objection to keeping a cash balance of a million dollars. But fifteen million dollars in cash is fourteen million more cash than is necessary.—No private concern would stand for losing two per cent. on such a large amount.

## **Make the Slackers Fight—and Earn To**

We propose, therefore, that the Committee immediately invest at least fourteen million dollars of the cash balance, *which the city actually has on deposit*, in U. S. certificates of indebtedness.

Any financier knows that these certificates are the most liquid securities in the world, and that the city can cash any amount of them almost at a moment's notice—and without loss.

The net result would be a big loan to the United States Government and a substantial additional income to the city.

## **Just Good Business—That's All**

There is nothing mysterious or fanciful about this. It is simply good business procedure. Corporations and individuals keep their funds invested so as to get the most interest consistent with safety.

Why should a city do otherwise?

The issue is plain:—

***Will Philadelphia lend its surplus millions to the Government at 4 1/2%, or will it keep them in bank at 2 1/2%?***

The issue is squarely before the Mayor, the City Treasurer, and the City Controller. The answer will be awaited with interest by patriotic citizens everywhere.

---

**We are fighting a costly war to give to small nations the right of self-determination.**

**A less costly fight for Charter Reform will someday give to Philadelphia the same right.**

**In this war the enemy troops are led by General Indifference and General Inertia.**

Sci.

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## Chair Warmers

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Urbana,

Ill.

335

October 24, 1918

Most of the workers in City Hall are doing  
yeoman service.

Can it be said of all?

## **The Long Work Day**

A member of one of the local draft boards needed some information at one of the court departments in City Hall recently. He despatched an assistant to the office in question, and when the young man arrived at his destination he was referred to another department for further enlightenment.

He stopped to 'phone to his chief from a pay-station booth in the railed-in space of an outer office. He was approached by the clerk who waited on him and was politely—yes, very politely—told that as it was now the late hour of 2:55 p. m., the outer office doors would be locked in five minutes.

The young man hastened to finish his telephoning and hurried to the other office—the floors higher up in the building. Alas, the fatal hour had struck, and he was politely—again, politely—informed that it was too late to do business that day.

## **More in Sorrow Than in Anger**

Naturally, the draft board member wondered a little. He finds that for no other reward except a sense of a patriotic duty performed by himself he has given not only of his scant leisure but also much time ill-spaced from his business. He recalls something his son wrote about the long

stretches on duty, at times, "over there." He has had a little knowledge of the strenuous efforts of the men and women doing war-jobs and peace-jobs in these days of extra effort and doubling up.

## **How Long . . . How Long?**

And the holders of the sinecures? How do they feel about it? And their bosses?

Well, they were able to "get away with it" in the piping days when patriotic citizens *presumably* watched what their public servants were doing. How much easier it is, therefore, in these anxious days when a large part of every one's energy and attention is naturally absorbed by dramatic deeds and extra exertions!

We believe that a man can do no more honorable work than in the direct service of the public. We believe that the percentage of chair warmers in City Hall is much smaller than is generally supposed. To those city employes who render conscientious service at inadequate salaries, we extend our heartiest admiration and appreciation. It is not of the majority that we are speaking. It is to the slackers, the civic sloths that we refer.

## **Beware a Day of Wrath**

A revulsion is sure to come. Already we see symptoms of a tendency to recognize the fact

that wars are won *behind the lines* as well as the valor of the boys in trench and aeroplane.

And "behind the lines" stretches clear across the sea to our workshops and homes, and touches our entire social fabric. If we continue to tolerate sloth, incompetence and waste in any phase of our essential activity, or if we allow parasitic non-essentials to thrive at the expense of the real workers, to just that extent are we co-partners in the crime of blocking the way to early victory.

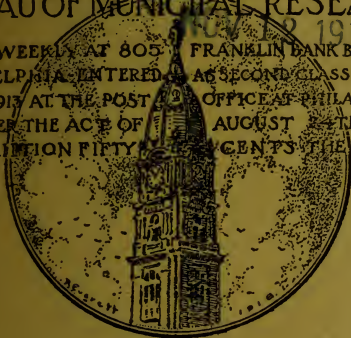
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**It did not require omniscience on our part to see an element of danger in the dirty conditions of the Philadelphia streets. As long ago as May 2, 1918, in the columns of CITIZENS' BUSINESS, we pointed out the danger to health that was potential in our street filth. The tragic outcome has been beyond the bounds of imagination.**

Sci  
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# Germany's American Ally

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October 31, 1918

"Preventable fire is more than private misfortune. It is a public dereliction. At a time like this of emergency and of manifest necessity for the conservation of national resources, it is more than ever a matter of deep and pressing consequence that every means should be taken to prevent this evil."

—Woodrow Wilson.



## **The Enemy in Our Midst**

There is today a powerful foe at work within the United States. Its operations cost the people of this country about \$230,000,000 every year. Factories are crippled, homes are destroyed, millions of bushels of grain are consumed, heavy losses of life are caused by this enemy of the people.

This foe is Fire, and its operations are largely made possible by American carelessness. It is perhaps the worst foe of our own household, certainly the least comprehensible.

## **Too Expensive!**

In the last thirty-eight years the fire losses in the United States aggregate almost six billion dollars, nearly the amount of the Fourth Liberty Loan. In 1916 alone the loss was \$214,530,995. In 1916, the fire loss for Philadelphia was \$2,733,950. By a comparison with other figures, it seems probable that about 34 per cent. or \$930,000 of this loss was preventable.

Philadelphia can ill afford to let close to one million dollars worth of property go up in smoke every year. As November 2nd is Fire Prevention Day, we are glad to bring to the attention of our readers the colossal extent of our fire losses and to suggest a few remedies.

## **Where the Blame Lies**

The following compilation of the causes of fires in Pennsylvania in 1915 has been made by the National Board of Fire Underwriters. A study of this table will show where the dangers lie.

## Causes of Fires in 1915 and Amounts of Damage

Strictly Preventable.	Amount.	Per Cent.
Defective chimneys and flues ..	\$399,152	4.1
Stoves, furnaces, etc. ....	393,031	4.0
Smoking tobacco .....	192,636	1.9
Matches .....	191,781	1.9
Open fires .....	160,257	1.6
Gas .....	118,102	1.2
Open lights .....	72,249	0.7
Petroleum .....	63,856	0.6
Steam and hot water pipes ....	35,483	0.4
Rubbish .....	33,301	0.3
Hot ashes and coals .....	32,622	0.3
Fireworks .....	21,503	0.2
Hot grease, tar, etc. ....	19,629	0.2
Molten metal .....	8,742	0.1

### Partly Preventable Causes

Exposure to other fires .....	\$1,338,719	13.5
Electricity .....	594,323	6.0
Spontaneous combustion .....	428,258	4.3
Incendiarism .....	332,145	3.4
Lightning .....	291,296	2.9
Miscellaneous .....	175,997	1.8
Sparks from fires .....	159,886	1.6
Explosions .....	156,899	1.6
Sparks from machinery .....	26,773	0.2
Unknown Causes .....	4,654,678	47.0

---

Total for the State ..... \$9,904,318

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## What to Do

In the short confines of this bulletin, it is impossible to discuss fire prevention adequately. We can only give a few hints, as follows:

Take several hours to go over the matter of fire prevention in your factory, in your home. Clean up all rubbish in cellars, closets and areas. See that fire escapes are in good condition and keep them free from blockades. Inspect your plant

and equipment, furnaces, pipes, electrical tures, etc. See that fire extinguishers are provided and instructions thoroughly learned. Develop and practice a fire drill procedure. Keep thoroughly in mind the location of the nearest fire alarm box.

Send for the following literature. We have selected only the best:

"Safeguarding Industry"	Council of National Defense, Washington, D.
"Safeguarding the Home Against Fire."	U. S. Bureau of Education, Washington, D.

Of less general interest but of more special local application is the following:

"Laws and Ordinances Relating to the Office of the Fire Marshal."	Fire Marshal, Room 3 City Hall, Philadelphia
-------------------------------------------------------------------	----------------------------------------------

Read them. Digest them. Act upon their advice.

In the face of the appalling annual loss by fire no true patriot can do less than this minimum.

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**"Nothing is more important than public affairs. The conduct of public affairs is known as politics and the men who are concerned in politics are called politicians.**

**"It ought to follow that the politician should be among the ablest and most upright men in the community, looked up to and respected by all. For he has to do with the most important of the community concerns.**

**"Until the community takes enough interest in its own affairs to put the politicians in that class, it will be served by the sort of politicians it is familiar with."—Public Welfare, Kansas City.**

*Pol. Sci*

# CITIZENS' BUSINESS

BUREAU OF MUNICIPAL RESEARCH

ISSUED WEEKLY AT 805 FRANKLIN BANK BUILDING  
PHILADELPHIA. ENTERED AS SECOND CLASS MATTER  
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NOV 9 1918

## Three-Minute Street Cleaning!

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Urbana,

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NOV 9 1918

November 7, 1918

"And when he was come near, he beheld  
the city and wept over it."

*From the Gospel according to Luke.*

## Spotless Town

Can you imagine a metropolitan city whose down-town streets are swept fifty-five times per day? Whose streets are absolutely free from dirt for forty per cent. of the day? On which no dirt is allowed to lie longer than fifteen minutes? From which dirt is removed on an average of *three minutes* from the time it is deposited?

## Rub Your Eyes

And pinch yourself! No, you're not asleep. This is no dream. These conditions were *actual facts* in the Loop district of Chicago during 1911 and the agency bringing them about was the Citizens' Street Cleaning Bureau. This Bureau has been in active successful operation for at least eight years.

A number of prominent merchants wanted better service than the city intended to give them, so they formed this voluntary association to do the work themselves. They hired their own teams, machines, and men, and contracted with the city of Chicago to clean 119,000 square yards of streets and 19,500 square yards of alleys in the heart of the business district, and to remove the snow therefrom, for the sum of \$51,000 per year. This is the amount the city claims it would expend in this district if it were doing the work. The property owners in this section voluntarily

bscribed \$26,000 additional and got the best street cleaning service that is possible.

## Real Street Cleaning Service

Besides the startling facts mentioned above, every street was flushed every night, the streets were kept well sprinkled in hot weather, the sidewalks were swept four times daily and flushed every night except in freezing weather, all snow was removed promptly and catch basins were cleaned weekly.

## Service Not Profits

There is a moral in this for Philadelphia. Chicago merchants banded together for street-cleaning. They wanted high grade service and they paid a good price for it. Since they were doing the work for themselves, service and not profit was the motive, and they got exactly what they wanted. They didn't care a rap about whether they were the *biggest* street-cleaning concern in the world or not. They *did* care about giving the *best* street-cleaning service in the country, and that is exactly the result obtained.

Suppose that instead of the merchants of one district, the inhabitants of a whole city should band together to do their own street-cleaning work; so that they were only interested in service and didn't care about making a profit. It is fair to suppose that such a city would get just about the sort of service that it is willing to pay for.



## **Philadelphia, the Unique**

This surmise is borne out by the experience of other cities in this country and Europe. Philadelphia is the only city among the twenty-five largest cities of the United States which does not do street cleaning by contract. The other cities find municipal cleaning satisfactory. Can it be said that Philadelphia is satisfied with the contract system?

## **Legal Chains**

Philadelphia, however, cannot abolish the contract system without first getting permission to do so from the legislature at Harrisburg. Thus our hands are tied! The necessity for home rule grows more urgent day by day. Press and pulpit could perform few more valuable services than keeping before the public the vital need for legislation that will give us 100 per cent. home rule.

---

Some weeks ago, one of our bulletins was entitled "Politics vs. Patriotism."

This occasioned a misapprehension in at least one instance. It must be understood that we intended this to apply to officials in office. For there patriotism consists in generous service without regard to politics.

But for the citizens in general, politics and patriotism must be synonymous. He who in a national crisis neglects the intelligent exercise of voice and vote for the community benefit, is beyond doubt a civic slacker.



P. Sci

# CITIZENS' BUSINESS

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## More About Street Cleaning!

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NOV 16 1918

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November 14, 1918

A certificate of the city's character is  
written in the city's streets.

—Charles Zueblin.

## By Contract or City Forces?

Apropos of the street-cleaning situation, the words of Morris L. Cooke in the 1916 Annual Report of the Department of Public Works, are both timely and valuable. The italics are ours in each of the quotations below:

“One of the problems of this department, and one on which there is a great deal of interest in other cities, is as to the line which should be drawn between work done with the city's own forces and that which should be done under contract. It seems to be the consensus of opinion of those in responsible charge of our work at this time that *any operation which cannot be adequately inspected so as to secure full compliance with the terms of the specifications*, or which cannot be described in sufficient detail in the specifications so as to make clear just what constitutes full performance, *should be done by city forces*. In this group of activities should certainly be included the repairing of country and macadam roads and granite block paving, the collection of garbage, ashes and household waste, and *the cleaning of streets*.

“On the other hand, there are certain classes of work which for some years to come at least should undoubtedly be done by contract. Examples of these are the construction of sewers, bridges, and the laying of asphalt streets. In between these two groups are a number of items of

construction, and even maintenance, about which there is considerable room for debate and a discussion on which might easily vary at different times and different places. Personally, I would always err on the side of doing too much by contract than too little, for the simple reason that for the time being, at least, city officials have their hands more than full doing in an efficient manner the things with which they are now definitely charged."

It is very doubtful if anyone would deny that street cleaning falls within the category of "operations which cannot be adequately inspected so as to secure full compliance with the terms of the specifications." At least the general chorus of complaint that has filled the press for months, nay years, past, bears witness that it *is not* so inspected.

## One Possibility

Speaking of specifications, we commend to the Director of Public Works Clause 25 of the 1918 Specifications for the Cleaning of Streets, which clause reads as follows:

"If the Contractor fails to commence the work at the time specified for its commencement, or *fails to prosecute the work to the satisfaction of the Director*, or attempts to transfer or assign his contract or any interest therein, or fails to perform any of the covenants of the contract, the Director, on forty-eight (48) hours' notice, in

writing, *may annul the contract*; on such notice *the Director may suspend the Contractor from the work*, and in case of such suspension may, at his further election, enter upon, perform and complete said work embraced in the contract, may employ others to do so. In case of such suspension, *the Director shall have the further right, at his election to take possession of, without legal process, and to use such reasonable force and means as may be necessary to take possession of the plant and equipment used by the Contractor upon the work, and to use the same in doing the work*, without compensation for such use, license so to do being hereby given by the Contractor, and the Contractor hereby forever releases and discharges the Director and the City of Philadelphia from any and all damages or injuries which may be sustained, suffered or claimed by reason of such possession and use of said plant and equipment."

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**"When politicians combine to make business out of politics, then citizens must combine to make politics *their* business."**

***A paraphrase from Edmund Burke***

Sci,

# CITIZENS' BUSINESS

## BUREAU OF MUNICIPAL RESEARCH

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NOV 23 1918

# A Liberty Memorial

University of Illinois Library,

Urbana,

Ill.

. 339

November 21, 1918

"It is for us, the living, rather to be dedicated  
ere to the unfinished work which they who fought  
ere have thus far so nobly advanced."

—Abraham Lincoln.

## **A Memorial**

The movement for a soldier's memorial in Philadelphia is admirable. It deserves to succeed, and almost undoubtedly will succeed. Just at present the nature of this memorial is being discussed. Shall it be an arch, a column, a statue, or a building?

## **The Essence of Liberty**

Our boys have fought, some of them have died, for liberty, for democracy, a living breathing thing. In its very nature, democracy is spiritual. Inherent in it is the desire to serve mankind, and the spirit of liberty, equality, fraternity. Our forefathers expressed it by a demand for "Life, Liberty and the pursuit of Happiness." And again they safeguarded freedom of conscience, freedom of speech, freedom of the press and the right of assemblage.

## **A Living Spirit**

Can these intangible, these spiritual entities for which our boys have bled and died be adequately expressed in cold, chill shafts of bronze or marble? Can the spirit of liberty be expressed in such non-usable memorials, however excellent? Rather should this memorial be one in which liberty shall be a living spirit to be enjoyed by our children and our children's children.



## **Liberty Enshrined**

We urge a Liberty Building, a Community auditorium where all can enjoy the sacred rights of liberty. Here shall the people flock to discuss their common problems. Here shall they come to share their joys and sorrows. Here shall free speech reign, that each may give voice to his ambitions or his wrongs. Here shall concerts, dances, and neighborly meetings be held, that youth and joy may have expression. By use rather than by cold contemplation is liberty best earned. Here the continued use of the rights of liberty would be a reconsecration day by day of the sacred cause for which our sons have died.

## **Union**

Why could not this project be combined with the Municipal Convention Hall for which money was long ago made available? By joining the two schemes, we could have one truly magnificent memorial building, instead of two lesser structures. The need for such an auditorium is pressing. By joining forces in this manner, we could carry through to completion a project that has been agitated for years. Let's cast aside factional strifes and sectional jealousies in this solemn moment of victory, and build a memorial whose constant enjoyment will be a perpetual re-honoring of the city's heroes and the cause for which they died.



Although a departure from our chosen field of municipal matters, we cannot refrain from expressing our gratification in the surprising international events of the last two weeks. With the complete break-down of the German and Austrian autocracies, the chief dangers to the peace of the world have been removed. Although European affairs are in a very unsettled condition, it looks as though the enemies of a League of Nations have been completely discredited. The road to this chief of our war aims seems open. Thus may the mad race of armaments end, and the human race, saddened and sobered, set its face resolutely toward a brighter, nobler future.

---

## Chief Elements in Human Happiness

- 1.—Physical health and energy.
- 2.—Mental health and power.
- 3.—Moral soundness.
- 4.—Physical comfort.
- 5.—Normal family life.
- 6.—Companionship.
- 7.—Recreation and relaxation.
- 8.—Congenial occupation.
- 9.—Self-expression; achievement.
- 10.—Self-respect and approval by others.
- 11.—Hope for the future.
- 12.—Education and culture.
- 13.—Spiritual vision and growth.
- 14.—Self-sacrifice and heroism.
- 15.—Happiness of others.

—From the *American City*.

Does Philadelphia provide these in full measure? If not, what must be done?

Pol. Sci.

# CITIZENS' BUSINESS

BUREAU OF MUNICIPAL RESEARCH

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## Let's be Insistent This Time

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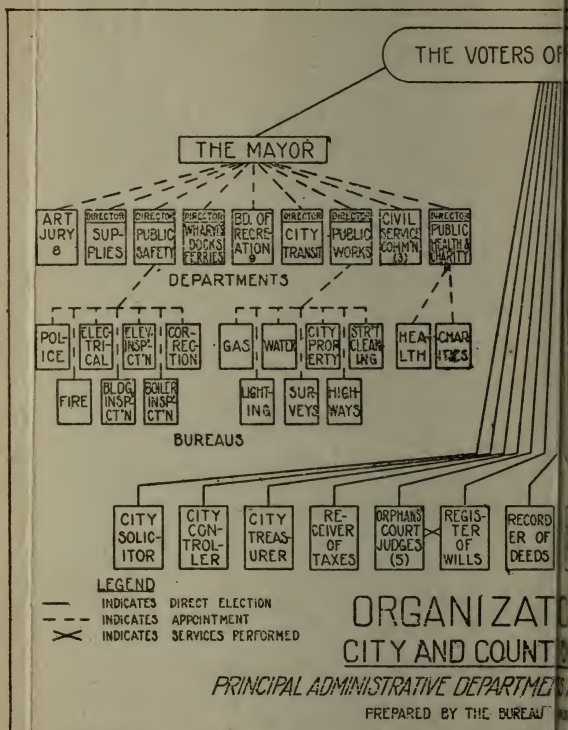
DEC 6 1918

No. 341

December 5, 1918

"Charter" is, strictly speaking, a misnomer. There ain't no such animal in Philadelphia.

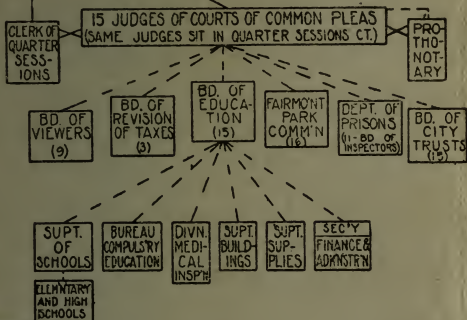
A number of legislative enactments, various constitutional provisions, and a host of judicial decisions together constitute our city's organic law.



## Citizens:

The above is a very much reduced picture. In fact the chart containing the whole structure of our city and county government proved too complicated to reduce to these dimensions, and the above was drawn by us for use in the new civics textbook, *CITIZENSHIP IN PHILADELPHIA*, prepared for use in our public schools.

# OF PHILADELPHIA



## ON CHART OF PHILADELPHIA

### AND BUREAUS, AND THE JUDICIARY

MUNICIPAL RESEARCH JULY, 1918

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## Charter Revision

The Bureau of Municipal Research has frequently taken the public position that mere change is not only valueless, but often *positively harmful*. The air is now full of proposals to amend the structure of our city government and a word of conservative caution is now in order.

This bureau proposes throwing itself into the

arduous work of charter revision with enthusiasm, and it offers its facilities and the experience of its workers to the community for this purpose. Its help has already been invited by several prominent charter revisionists, and some technical service has already been rendered to citizens seeking it.

During the coming legislative session, this bulletin will comment fearlessly and impartially—as it did during the ill-fated charter campaign of 1917—not on *men* but on *measures*, and analyses of bills will be studiously and conscientiously made.

## Make Haste Slowly

The time for action is here. The idealism of victory in the late struggle fills many with a determination to fight democracy's battle at home, and now is the time, if ever, to clear away a lot of the junk in our charter framework.

## But—

Here comes that "but." We said above something about a word of conservative caution. This is it. Rather than see amendments to the Bullitt Bill that will tend to put us back to the time of diffused responsibility, the long (or rather, longer) ballot, and irrational distribution of functions, we will prefer to advise "stand pat" on the charter of 1885.

And, of course, we're opposed to a repetition of the disgraceful spectacle of 1917 when the program of charter revision was prostituted to the partisan ends of warring political factions.

By all means, let us have charter revision; but let that revision be *forward*, not *backward*.

Sci  
**'IZENS' BUSINESS**

**BEAU OF MUNICIPAL RESEARCH**

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# **What is the Tax Rate?**

December 12, 1918

answer is by no means simple. Here is a  
ned tax primer and "reference book" in  
, so far as possible, the answers are given.



## An Annual Event

The excitement is over. No longer are real estate owners fearful that they will be called upon in 1919 to pay a tax of \$3.03 per \$100 of assessed valuation on their properties. Once again they have found that they need not be alarmed each year by the calculations in the controller's annual budget statement, which "predictions" (qualified by many "ifs") have been far above the actual tax rate for many years. Instead of the \$3.03 rate that so many people dreaded, the combined city-county and school district rate for 1919 will be exactly the same as it is for the current year—\$2.35.

## The \$2.35 Rate

As in the case of the current year's tax, this combined rate represents a city-county tax of \$1.75 and a school district tax of 60 cents. The school district tax was levied by the school board at its meeting on November 12, while the city-county tax for the present year automatically became the 1919 tax on December 1, as a result of a provision in the so-called "pay-as-you-go" act that continues the city-county tax rate until it is changed by ordinance of city councils.

## Not One Rate, But Many Rates

Contrary to the common impression, this \$2.35 rate is *not the only rate*. It is merely the major rate—the one that applies to about six-sevenths of the taxable real estate in Philadelphia. For example, for the current year there are *fourteen* different total rates of real estate taxation, ranging from \$1.46 to \$2.39.

## Real Estate is Classified

The greatest differences in the rates are due to an act of March 24, 1868, which requires that taxable real estate be divided into three classes for purposes of taxation by the city, and that each of the three classes have its own distinct rate of taxation.

This act provides for a classification into "city" real estate, "suburban" real estate, and "farm" real estate, and also provides that the rate on farm real



estate shall be one-half, and that the rate on suburban real estate shall not exceed two-thirds, the rate on city real estate.

### The Three Basic Rates

Inasmuch as councils had fixed the farm rate at one-half the city rate (as the law directs) and had fixed the suburban rate at two-thirds the city rate (in accordance with their practice of many years), the rates fixed in the ordinance that is effective for both 1918 and 1919 are:

\$1.75 on city real estate,  
\$1.16 $\frac{2}{3}$  on suburban real estate, and  
\$.87 $\frac{1}{2}$  on farm real estate.

The school district tax is a full 60 cents on *all* real estate, there being no classification for school district purposes, so the combined city-county and school district tax for both 1918 and 1919 figures out:

\$2.35 on city real estate,  
\$1.76 $\frac{2}{3}$  on suburban real estate, and  
\$1.47 $\frac{1}{2}$  on farm real estate.

This accounts for only three of the fourteen different rates for 1918, and for only three of the thus far unknown number of different rates for 1919.

### The Why of the Other Rates

Just as most Philadelphians think there is but one combined tax rate on real estate, so most of us think there are but two local tax-levying bodies—city councils and the school board. Only a small fraction of the city's population seems to be aware that other tax-levying bodies exist, and still fewer seem to know that there are as many as seven or eight such bodies.

Whether the number of tax-levying units is seven or eight is a moot legal question. Seven different bodies actually levy and collect taxes for their respective purposes. The eighth one has not levied a tax of its own for a number of years, but has been receiving from the city-county, in lieu of a separate tax, a portion of the taxes which the latter has levied against certain property.

*(Continued on page 6.)*

# Table Showing Philadelphia

(All rates are "per \$100 of assess

WARDS	PROPERTY TAXED	TO
		1919
All wards except the 22d, 23d, 35th, 41st and 42d wards (See note a re the 21st ward.)	Real estate, city classification Real estate, suburban classification Real estate, farm classification Horses and cattle Money at interest } Carriages to hire }	\$2.35 1.76 $\frac{2}{3}$ 1.47 $\frac{1}{2}$ 2.35 .40
22d ward (Germantown Poor District)	Real estate, city classification Real estate, suburban classification Real estate, farm classification Horses and cattle Money at interest } Carriages to hire }	\$2.39 1.81 $\frac{2}{3}$ 1.53 2.39 .40
23d ward 41st ward That portion of the 35th ward comprised in the Oxford and Lower Dublin Poor District (Oxford and Lower Dublin Poor District)	Real estate, city classification Real estate, suburban classification Real estate, farm classification Horses and cattle Money at interest } Carriages to hire }	b b b b \$0.40
That portion of the 35th ward comprising the Moreland Township Poor District	Real estate, city classification Real estate, suburban classification Real estate, farm classification Horses and cattle Money at interest } Carriages to hire }	b b b b \$0.40
That portion of the 35th ward comprising the Byberry Township Poor District	Real estate, city classification Real estate, suburban classification Real estate, farm classification Horses and cattle Money at interest } Carriages to hire }	c\$2.32 c 1.74 $\frac{2}{3}$ c 1.46 c 2.32 .40
42d ward (Bristol Township Poor District)	Real estate, city classification Real estate, suburban classification Real estate, farm classification Horses and cattle Money at interest } Carriages to hire }	b b b b \$0.40

a. Includes all of the 21st ward, a portion of which comprises the Roxborough Poor District. As this poor district does not levy separate taxes, but gets its funds from the city-county, which levies and collects the same taxes in this poor district as it does in those sections of the city not comprised in any poor district, the entire tax, other than the school district tax, is considered a city-county tax.

# Tax Rates for 1919 and 1918

(valuation of the property taxed.")

TAX	CITY- COUNTY OF PHILADELPHIA	SCHOOL DISTRICT OF PHILADELPHIA	INDEPENDENT POOR DISTRICTS	
1918	1919 and 1918	1919 and 1918	1919	1918
\$2.35	\$1.75	\$0.60	none	none
1.76 $\frac{2}{3}$	1.16 $\frac{2}{3}$	.60	none	none
1.47 $\frac{1}{2}$	.87 $\frac{1}{2}$	.60	none	none
2.35	1.75	.60	none	none
.40	.40	none	none	none
\$2.39	\$1.72	\$0.60	\$0.07	\$0.07
1.81 $\frac{2}{3}$	1.14 $\frac{2}{3}$	.60	.07	.07
1.53	.86	.60	.07	.07
2.39	1.72	.60	.07	.07
.40	.40	none	none	none
\$2.39	\$1.72	\$0.60	d	\$0.07
1.81 $\frac{2}{3}$	1.14 $\frac{2}{3}$	.60	d	.07
1.53	.86	.60	d	.07
2.39	1.72	.60	d	.07
.40	.40	none	none	none
\$2.32	\$1.72	\$0.60	e	none
1.74 $\frac{2}{3}$	1.14 $\frac{2}{3}$	.60	e	none
1.46	.86	.60	e	none
2.32	1.72	.60	e	none
.40	.40	none	none	none
\$2.37	\$1.72	\$0.60	c none	\$0.05
1.79 $\frac{2}{3}$	1.14 $\frac{2}{3}$	.60	c none	.05
1.51	.86	.60	c none	.05
2.37	1.72	.60	c none	.05
.40	.40	none	none	none
\$2.34	\$1.72	\$0.60	e	\$0.02
1.76 $\frac{2}{3}$	1.14 $\frac{2}{3}$	.60	e	.02
1.48	.86	.60	e	.02
2.34	1.72	.60	e	.02
.40	.40	none	none	none

- The total tax rate for 1919 is not yet known, as the 1919 poor district tax rate has not yet been fixed.
- No 1919 poor district tax rate has yet been fixed, but each of the two members of the tax-levying body has announced that they see no reason for levying a 1919 tax.
- The 1919 poor district tax rate is scheduled to be fixed on Thursday, December 19.
- The 1919 poor district tax rate has not yet been fixed.

## The City's Six "Poor Districts"

These seven tax-levying units consist of the city-county, the school district, and five of Philadelphia's six poor districts. It is these five poor districts that cause the larger number of different tax rates, as will be made evident directly. Were it not for them there would be but *three* combined rates, instead of the *fourteen* in 1918, and instead of from *nine* to a possible *eighteen* in 1919.

### Arriving at the Other Rates

Inasmuch as the city-county has nothing to do with providing for the poor of the territory comprised in the six poor districts, that being the sole function of the poor districts, and inasmuch as the three city-county rates already referred to include a tax "for the relief and employment of the poor," it is clear that the city-county rates applicable to property in the poor districts should be less by the amounts of the city-county poor taxes.

Deducting from the city-county rates the amounts of these poor taxes, which are stated in the last tax-fixing ordinance as being three-one hundred and seventy-fifths of the rates therein levied, we have the following city-county rates applicable to property in the poor districts:

- \$1.72 on city real estate,
- \$1.74 $\frac{2}{3}$  on suburban real estate, and
- \$ .86 on farm real estate.

And if we add the 60 cent school district tax to these rates, we have the following three combined city-county and school district rates applicable to property in the poor districts:

- \$2.32 on city real estate,
- \$1.74 $\frac{2}{3}$  on suburban real estate, and
- \$1.46 on farm real estate.

We have now accounted for six different combined rates.

If, as happens almost every year, one or more of the less important poor districts seems to be in need of no additional revenue, no poor tax is levied for that year, with the result that the three combined rates mentioned

ist above are the total rates applicable to property assessed in the district in question.

But whenever a poor district seems to be in need of additional revenue, it levies a poor tax in order to get the funds it needs. In these cases, the rate of the poor tax—whether it be two, five, seven, or some other number of cents—applies equally to all property subject to taxation by the particular poor district.

For example, if a poor district levies a tax of seven cents, the total rates of taxation in that district would be the last three combined rates mentioned above with seven cents added to each, or

\$2.39 on city real estate,

\$1.81 $\frac{2}{3}$  on suburban real estate, and

\$1.53 on farm real estate.

## A Comparison

It is readily seen that the total tax rates in the poor districts may be larger or smaller than the total tax rates in those sections of the city whose poor are provided for by the city-county taxes. A brief analysis of the several rates seems to indicate that most of the taxpayers who are subject to poor district taxes pay more in taxes under existing conditions than they would pay were they subject to the city-county's poor taxes, instead of the poor district taxes.

## The Exception

As has been indicated above, one of the six poor districts (the Roxborough Poor District, which comprises a portion of the 21st ward) does not levy its own taxes, but receives from the city-county the poor taxes which the latter levies against property in that district. In one sense, these poor taxes may be considered as having been levied by the poor district through the medium of city councils, while in another sense they may be viewed as city-county poor taxes appropriated to the use of the poor district. This latter interpretation has been followed in the preparation of the table printed herewith.

## Other Taxes

Thus far, reference has been made only to the taxes on real estate. It should not be thought, however, that

these are the only local taxes in Philadelphia, for there are others.

### **Taxes on Horses and Cattle**

First of all, there are the taxes on "horses and cattle." Horses and cattle are taxed by all the governmental units that levy taxes on real estate. In other words, the city-county, the school district, and the poor districts, levy taxes on horses and cattle.

In the case of the city-county, these forms of property are taxed at the same rate as city real estate is taxed, no distinction being made in favor of "suburban" or "farm." In the case of the other units, the rate that applies to real estate also applies to horses and cattle.

### **Taxes on Money at Interest and on Carriages to Hire**

Unlike the school district and the poor districts, the city-county has other subjects of taxation besides those already mentioned. It has a fruitful source of revenue in its four mill tax on certain "money at interest" and on "carriages to hire." The rate of this tax is fixed by statute, and so does not vary from year to year, as the previously mentioned taxes often do.

### **Business and Poll Taxes**

Still other forms of taxes help fill the city-county treasury. There are the business and poll taxes, of the former of which there are a considerable number. But as neither of these taxes is a property tax, they do not fall within the scope of this leaflet, and so must be passed over at this time.

### **A Table of Tax Rates**

On pages 4 and 5, a table is printed showing all of Philadelphia's 1918 tax rates, and such of the 1919 tax rates as are now known. The rates are shown so as to be readily comparable, and so as to answer numerous tax rate questions which many citizens will be glad to have answered.

By the use of this table, both the total tax rate and the individual tax rates applying in any particular section of the city to any of the six classes of taxable property can be determined, almost at a glance.



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# CITIZENS' BUSINESS

BUREAU OF MUNICIPAL RESEARCH

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## Sine Qua Non

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No. 344

December 26, 1918

No one at this writing can predict what the new charter committee will recommend. It is well, nevertheless, for citizens *not* on the committee, as well as those on it, to begin thinking hard on the problems before us.



Of the thirteen measures advocated by the 1917 Committee on Charter Revision, Number I was a resolution to amend the constitution so as to permit the consolidation of Philadelphia *city* and Philadelphia *county*.

This was done because the remedy for the present fictitious distinction between "city" and "county" unfortunately does not lie in the hands of the legislature—that is, a statute will not suffice. It will be necessary to amend the constitution before this fundamental reform can be brought to pass.

How must the amendment be made? By a resolution in favor of it by two successive legislatures and then a majority vote in a popular referendum—OR IN A CONSTITUTIONAL CONVENTION.

As the sentiment for a constitutional convention is crystallizing very rapidly, it has been suggested in some quarters that all proposals to amend the constitution be sidetracked at the coming legislative session.

THIS IS BAD ADVICE FOR PHILADELPHIA. Even if a constitutional convention is widely favored, *it is by no means assured*, and we must not let another two years go by. At the last session, it was pointed out

that there would be plenty of opportunity to kill this measure at one of its later tests, and the legislative leaders were begged to save time by putting the first resolution through at that time. The pleadings for this simple proposal met the same opposition or inertia (or both) as did the other charter bills.

Now the time has come to stop *arguing*, Philadelphians, and do a little *demanding*. If there be any man who can give a half-dozen understandable and truthful arguments in favor of continuing the separate county government in Philadelphia, let him speak up, for we have been able to discover none.

In CITIZENS' BUSINESS No. 251, March 15, 1917, we pointed out the whys and wherefores against separate county government. We were very polite about it, and quite dispassionate.

That was before we entered the war—before we took that drastic operation for political strabismus. Now, the country—and, we hope, Philadelphia, as well—is in no mood for pussy-footing and it is in order to speak right out in meeting. *If the powers that be ignore this amendment, their professions of interest in charter revision are a mockery.*

Small councils? Good. Financial reforms? Fine. Police "out of politics"? Excellent (if passing laws will do it). But so long as the monumental incubus of county government remains, we're not going to have *responsible, responsive, efficient, serviceable, democratic* local government.

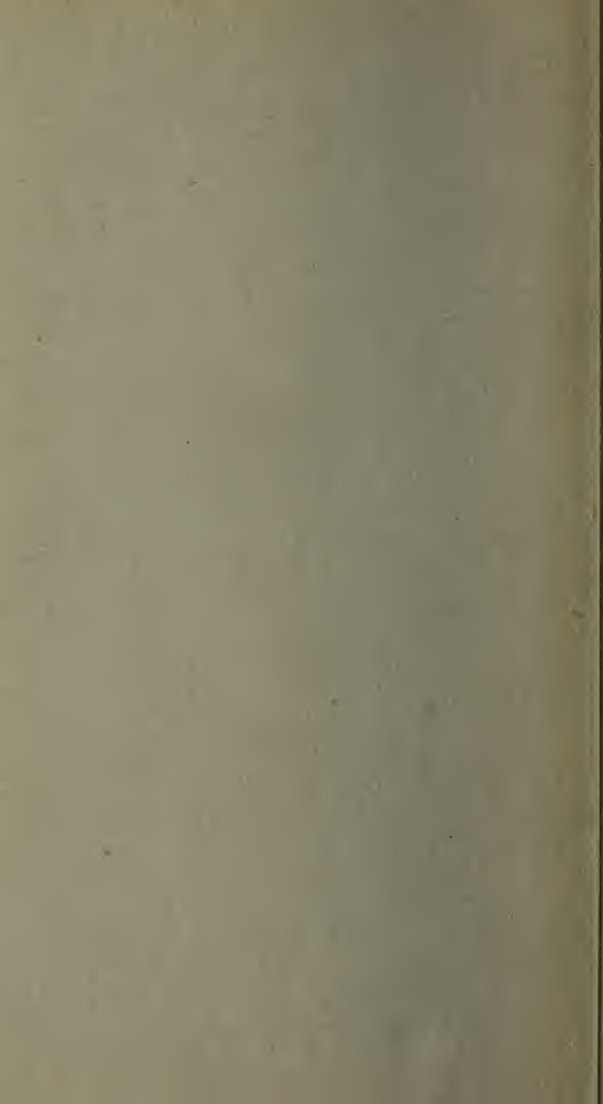
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In accepting membership on the Philadelphia Charter Committee, the director of the Bureau of Municipal Research wrote:

" . . . the Bureau as a civic organization does not undertake to align itself with any group, nor can it endorse in advance any proposals or recommendations of the committee. It will continue to function as in the past, as an independent agency, free to criticise favorably or adversely any proposals for the public welfare.

At the same time, permit me to express the hope that this new movement to revise the city charter will meet with success, and that the disinterestedness and sincerity of the committee will win widespread support in our community. For the furtherance of the charter work, the staff of the Bureau—including specialists in accounting, civil service, engineering, statistics and administration—will co-operate wholeheartedly."







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